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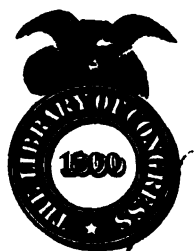
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# HEARINGS

BEFORE

COMMITTEE OF HOUSE COMMITTEE ON APPROPRIATIONS,

CONSISTING OF

MRSS. J. A. TAWNEY, W. I. SMITH, W. P. BROWNLOW, G. W. TAYLOR,  
AND J. A. SULLIVAN,

IN CHARGE OF

SUNDRY CIVIL APPROPRIATION BILL

FOR

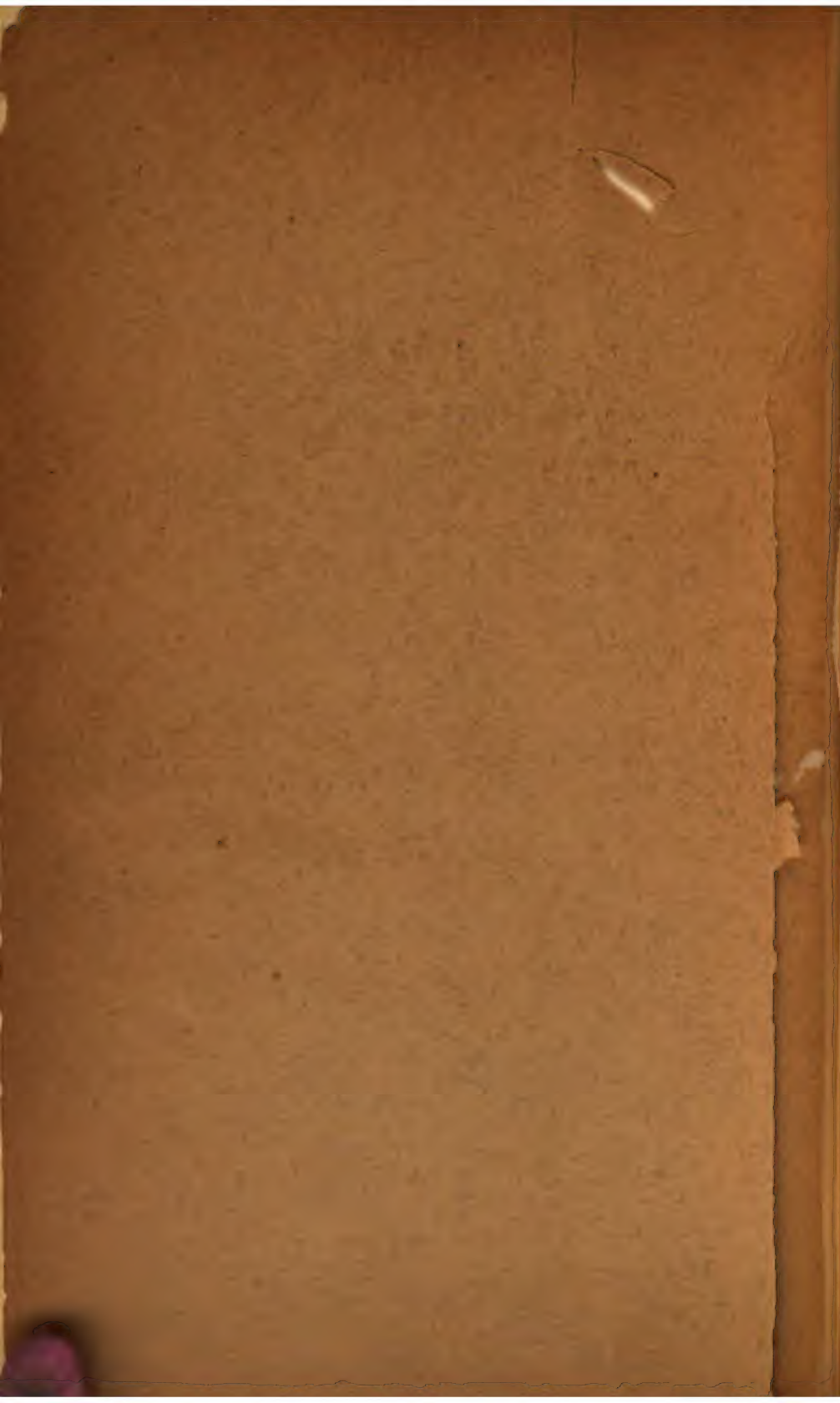
1907.

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WASHINGTON:

GOVERNMENT PRINTING OFFICE.

1906.





# HEARINGS

BEFORE

242

U. S. Congress

## SUBCOMMITTEE OF HOUSE COMMITTEE ON APPROPRIATIONS,

CONSISTING OF

MESSRS. J. A. TAWNEY, W. I. SMITH, W. P. BROWNLOW, G. W. TAYLOR,  
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## SUNDRY CIVIL APPROPRIATION BILL

FOR

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## SUNDRY CIVIL APPROPRIATION BILL.

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HEARINGS CONDUCTED BY THE SUBCOMMITTEE, MESSRS. J. A. TAWNEY (CHAIRMAN), W. I. SMITH, W. P. BROWNLOW, G. W. TAYLOR, AND J. A. SULLIVAN, OF THE COMMITTEE ON APPROPRIATIONS, HOUSE OF REPRESENTATIVES, IN CHARGE OF THE SUNDRY CIVIL APPROPRIATION BILL FOR 1907, ON THE DAYS FOLLOWING, NAMELY:

### PUBLIC BUILDINGS.

(See also page 26.)

TREASURY DEPARTMENT,  
OFFICE OF THE SECRETARY,  
Washington, January 2, 1906.

Hon. JAMES A. TAWNEY,  
*Chairman Committee on Appropriations,  
House of Representatives.*

SIR: In response to the request of your committee, communicated to this Department through the Supervising Architect of the Treasury, I inclose herewith statements relative to the condition of appropriations for public buildings under the control of the Treasury Department, showing, under separate headings, the buildings in course of construction December 1, 1905, and also the buildings appropriated for but not in course of construction on the same date, the information given being grouped under descriptive captions indicating the various classes of expenditures incident to public buildings.

Appropriate footnotes, with explanatory references, embracing information which it is thought will be of service to the committee, are appended to each of the statements referred to.

It is requested that 12 copies of these statements, as printed, may be supplied for the use of the Office of the Supervising Architect of the Treasury.

Respectfully,

H. A. TAYLOR,  
*Acting Secretary.*

*Statement prepared for House Committee on Appropriations relative to amounts  
Treasury*

PUBLIC BUILDINGS IN COURSE OF

Location.	Designation.	Limit of cost of site and build- ing.	Amount appropri- ated.	Site and land.		Build- ings.
				Expended for property.	Inciden- tal ex- penses.	
Aberdeen, S. Dak.....	Post-office <i>a</i> .....	\$175,000.00	\$175,000.00	\$5,168.45	\$37.85	\$3,333.33
Abilene, Tex.....	Post-office and court-house <i>a</i> .....	100,000.00	100,000.00	2,500.00	103.42	4,059.76
Adrian, Mich.....	Post-office <i>f</i> .....	40,000.00	40,000.00	1.00	32.24	
Albert Lea, Minn.....	do. <i>e</i> .....	36,000.00	36,000.00	5,850.00	95.62	1,097.77
Allentown, Pa.....	do. <i>c</i> .....	110,000.00	85,000.00	2,500.00	24.42	547.50
Amesbury, Mass.....	do. <i>f</i> .....	55,000.00	55,000.00	8,000.00	58.67	
Anderson, Ind.....	do. <i>e</i> .....	80,000.00	80,000.00	20,000.00	35.36	1,880.00
Anniston, Ala.....	do. <i>e</i> .....	150,000.00	150,000.00	3,800.00	103.42	2,757.05
Athens, Ga.....	Post-office and court-house <i>e</i> .....	100,000.00	100,000.00	14,000.00	26.33	3,668.76
Atlantic, Iowa.....	Post-office <i>f</i> .....	80,000.00	30,000.00	1.00	32.51	333.33
Atlantic City, N. J.....	do. <i>a</i> .....	150,000.00	150,000.00	49,500.00	36.00	2,645.25
Augusta, Me.....	Post-office, court- house, etc. <i>bg</i> .....	160,000.00	150,000.00			
Baltimore, Md.....	Custom-house <i>ce</i> .....	1,851,611.19	1,501,611.19	110,000.00	11.19	9,528.75
Baraboo, Wis.....	Post-office <i>a</i> .....	45,000.00	45,000.00	8,000.00	5.95	1,702.77
Batesville, Ark.....	Post-office and court-house <i>a</i> .....	80,000.00	80,000.00	8,000.00	24.46	3,377.25
Battlecreek, Mich.....	Post-office <i>f</i> .....	110,000.00	80,000.00	16,500.00	19.27	1,088.33
Beaumont, Tex.....	Post-office and court-house <i>bh</i> .....	165,000.00	165,000.00	22,000.00	86.13	4,911.17
Biloxi, Miss.....	Post-office, court- house, and cus- tom-house <i>e</i> .....	125,000.00	76,250.00	8,000.00	79.34	1,642.50
Boone, Iowa.....	Post-office <i>a</i> .....	100,000.00	100,000.00	11,500.00	22.55	2,873.61
Brunswick, Ga.....	Custom-house and post-office <i>a</i> .....	130,000.00	130,000.00	5,250.00	58.45	4,888.24
Buffalo, N. Y.....	Post-office <i>f</i> .....	35,000.00	35,000.00			
Burlington, Iowa.....	do. <i>bf</i> .....	40,000.00	40,000.00			
Burlington, Vt.....	Post-office and custom-house <i>e</i> .....	210,000.00	180,000.00			2,744.37
Butte, Mont.....	Post-office <i>a</i> .....	300,000.00	300,000.00	1.00	887.84	4,472.80
Champaign, Ill.....	do. <i>a</i> .....	85,000.00	85,000.00	10,000.00	24.07	2,254.57
Charlottesville, Va.....	Post-office and court-house <i>e</i> .....	100,000.00	100,000.00	15,000.00	89.86	2,555.56
Cheyenne, Wyo.....	Public building <i>a</i> .....	\$25,000.00	\$25,000.00	11,000.00	164.07	8,897.54
Chicago, Ill.....	Post-office, court- house, etc. <i>a</i> .....	4,950,788.00	4,950,788.00			86,253.87
Chillicothe, Ohio.....	Post-office <i>e</i> .....	80,000.00	80,000.00	12,400.00	20.59	2,826.00
Cleveland, Ohio.....	Post-office, custom- house, and court- house <i>ce</i> .....	3,000,000.00	1,700,000.00	555,923.00	98.25	8,373.16
Colorado Springs, Colo.....	Post-office and court-house <i>k</i> .....	175,000.00	125,000.00	35,000.00	52.84	
Columbia, Mo.....	Post-office <i>f</i> .....	40,000.00	40,000.00	4,950.00	68.91	666.65
Crawfordsville, Ind.....	do. <i>e</i> .....	50,000.00	50,000.00	9,000.00	36.14	730.00
Cumberland, Md.....	Court-house and post-office <i>a</i> .....	150,000.00	150,000.00	20,000.00	226.49	4,512.91
Dallas, Tex.....	Court-house, post- office, etc. <i>ba</i> .....	150,000.00	150,000.00			3,929.83
Deadwood, S. Dak.....	Post-office and court-house <i>e</i> .....	200,000.00	155,000.00	29,950.00	41.29	2,333.32
Decatur, Ill.....	Post-office <i>k</i> .....	80,000.00	60,000.00	12,000.00	30.50	
Dekalb, Ill.....	do. <i>e</i> .....	100,000.00	70,000.00	14,000.00	38.93	1,015.00
Detroit, Mich.....	Post-office and court-house <i>e</i> .....	25,000.00	25,000.00			730.00
Durham, N. C.....	Post-office <i>e</i> .....	100,000.00	100,000.00	20,000.00	21.95	2,527.78
Elgin, Ill.....	do. <i>a</i> .....	100,000.00	100,000.00	18,000.00	52.13	2,972.67
Elizabeth City, N. C.....	Court-house and post-office <i>f</i> .....	140,000.00	100,000.00	26,000.00	59.85	1,166.67
Elkhart, Ind.....	Post-office <i>e</i> .....	85,000.00	85,000.00	11,900.00	25.09	2,646.25
Elmira, N. Y.....	Post-office and court-house <i>a</i> .....	232,000.00	232,000.00	30,700.00	74.08	4,005.08
Evanston, Ill.....	Post-office <i>e</i> .....	90,000.00	72,500.00	17,500.00	52	1,257.50
Evanston, Wyo.....	Post-office and court-house <i>e</i> .....	179,000.00	150,000.00	4,000.00	4	2,007.50
Fargo, N. Dak.....	do. <i>f</i> .....	80,000.00	50,000.00			
Findlay, Ohio.....	Post-office <i>e</i> .....	55,000.00	55,000.00	11,500.00		1,247.09
Flint, Mich.....	do. <i>k</i> .....	65,000.00	65,000.00	9,100.00		
Florence, S. C.....	Post-office and court-house <i>de</i> .....	100,000.00	100,000.00	1.		927.78
Fond du Lac, Wis.....	Post-office <i>e</i> .....	65,000.00	65,000.00	7,500		269.75

expended and condition of appropriations for public buildings under control of the Department.

CONSTRUCTION DECEMBER 1, 1905.

Buildings.		Outstanding liabilities.	Total expended and outstanding.	Balances available.	To be appropriated.	Authority to contract within limit.	Date of act.
Office force, Supervising Architect.	Construction under contracts, etc.						
\$6,750.00	\$153,419.08		\$170,708.66	\$4,291.34		Yes	Mar. 2, 1899
5,750.00	86,637.74		99,050.92	949.08		Yes	Do.
1,400.00	609.51	\$35,452.00	37,498.75	2,506.25		Yes	June 6, 1902
1,000.00	20,064.27	7,176.83	35,304.49	696.51		Yes	Do.
2,000.00	2,390.86	81,628.26	107,091.04	*22,091.04	\$25,000.00	Yes	Do.
1,925.00	5,550.92	38,189.90	53,804.49	1,195.51		Yes	Do.
2,800.00	30,256.58	25,528.06	80,000.00			Yes	Do.
6,500.00	100,786.39	31,964.34	145,911.20	4,088.80		Yes	Mar. 2, 1899
4,000.00	26,692.39	47,211.30	95,493.78	4,506.22		Yes	June 6, 1902
1,050.00	4,303.05	23,744.92	29,464.81	535.19		Yes	Do.
3,750.00	92,581.22	1,181.86	149,694.33	806.67		Yes	Do.
4,500.00	1,114.49	3,631.15	9,245.64	140,754.36		Yes	Do.
\$4,000.00	990,280.00	627,467.54	1,711,287.48	*209,676.29	350,000.00	Yes	Mar. 3, 1899
1,575.00	23,270.66	10,445.62	45,000.00			Yes	June 6, 1902
3,000.00	53,702.06	9,749.35	77,853.12	2,146.88		Yes	Do.
	30,539.00	56,441.93	104,583.53	*24,583.53	30,000.00	Yes	Do.
9,250.00	119,668.10	176.95	156,092.35	8,907.65		Yes	Mar. 2, 1899
4,375.00	4,860.68	100,265.70	119,223.22	*42,973.22	48,750.00	Yes	June 6, 1902
5,000.00	79,922.46	118.48	99,437.10	562.90		Yes	Do.
7,500.00	105,098.44		122,740.13	7,259.67		Yes	Mar. 2, 1899
5,000.00	24,932.37	2,549.00	32,481.37	2,518.63		Yes	June 6, 1902
1,400.00	1,083.57	33,705.75	36,189.32	3,810.68		Yes	Do.
10,000.00	100,400.79	88,479.55	201,624.71	*21,624.71	30,000.00	Yes	Do.
19,000.00	269,691.11	3,737.26	297,790.01	2,209.99		Yes	Mar. 2, 1899
2,450.00	64,175.17	6,096.19	86,000.00			Yes	June 6, 1902
4,500.00	28,034.30	50,191.27	97,320.99	2,679.01		Yes	Do.
16,250.00	282,283.21	6,214.00	324,808.82	191.18		Yes	Mar. 2, 1896
104,841.19	4,574,234.12	175,304.42	4,940,683.60	10,154.40		Yes	Feb. 13, 1896
2,800.00	26,173.70	35,779.71	80,000.00			Yes	June 6, 1902
60,000.00	603,616.17	1,040,035.65	2,268,046.23	*568,046.23	1,300,000.00	Yes	Mar. 3, 1899
2,000.00	836.93	10,091.50	47,481.27	77,518.73	50,000.00	Yes	June 6, 1902
1,225.00	4,925.96	26,271.83	38,108.36	1,891.64		Yes	Do.
1,750.00	18,071.91	18,960.10	48,548.15	1,451.85		Yes	Do.
9,500.00	110,150.35		144,389.75	5,610.25		Yes	Feb. 20, 1895
9,500.00	128,386.92	3,128.06	144,944.80	5,055.20		Yes	June 6, 1902
8,000.00	58,910.98	97,049.84	196,285.43	*41,285.43	45,000.00	Yes	Do.
1,000.00	310.93	4,600.00	17,941.43	42,058.57	20,000.00	Yes	Do.
2,364.18	28,838.27	41,712.14	87,968.52	*17,968.52	30,000.00	Yes	Do.
	17,723.33	6,546.67	25,000.00			Yes	Apr. 28, 1904
4,500.00	40,215.01	25,880.15	93,144.89	6,855.11		Yes	June 6, 1902
5,000.00	72,907.20	25.00	98,957.11	1,042.89		Yes	Mar. 3, 1899
2,000.00	11,012.14	92,365.72	132,604.38	*32,604.38	40,000.00	Yes	Mar. 2, 1899
3,000.00	55,965.48	10,206.40	83,743.22	1,256.78		Yes	June 6, 1902
13,800.00	177,912.52	40.19	226,381.82	5,618.18		Yes	Mar. 2, 1899
2,000.00	22,997.12	41,707.70	85,494.84	*12,994.84	17,500.00	Yes	June 6, 1902
6,000.00	38,535.27	123,571.01	174,125.92	*24,125.92	29,000.00	Yes	Do.
	283.72	72,284.28	72,568.00	*22,568.00	30,000.00	Yes	Mar. 3, 1903
	14,969.34	26,382.73	54,116.57	883.43		Yes	June 6, 1902
	218.60	4,720.00	14,069.40	50,980.60		Yes	Do.
3,000.00	48,717.78	44,802.07	97,982.43	2,017.67		Yes	Do.
2,800.00	33,867.96	19,935.60	64,638.07	361.93		Yes	Do.

*Statement prepared for House Committee on Appropriations relative to amounts  
Treasury*

## PUBLIC BUILDINGS IN COURSE OF

Location.	Designation.	Limit of cost of site and build- ing.	Amount appro- priated.	Site and land.		Build- ings.
				Expended for property.	Inciden- tal ex- penses.	
Fresno, Cal.....	Post-office and court-house. <sup>k</sup>	\$150,000.00	\$100,000.00	\$15,000.00	\$33.13	.....
Gainesville, Fla.....	Post-office. <sup>d k</sup>	35,000.00	35,000.00	1.00	39.56	.....
Gainesville, Tex.....	do. <sup>e</sup>	70,000.00	70,000.00	10,000.00	36.48	\$1,825.00
Geneva, N. Y.....	do. <sup>f</sup>	75,000.00	60,000.00	19,000.00	57.75	699.58
Georgetown, S. C.....	Post-office and custom-house. <sup>e</sup>	65,000.00	65,000.00	10,000.00	61.99	1,825.00
Gloversville, N. Y.....	Post-office. <sup>e</sup>	75,000.00	75,000.00	14,960.00	27.67	2,737.50
Grand Forks, N. Dak.....	Post-office and court-house. <sup>e</sup>	165,000.00	165,000.00	16,500.00	40.28	2,544.16
Grand Haven, Mich.....	Post-office and custom-house. <sup>d e</sup>	50,000.00	50,000.00	1.00	11.14	1,818.75
Greeneville, Tenn.....	Post-office and court-house. <sup>a</sup>	110,000.00	110,000.00	7,000.00	19.75	3,163.33
Greensboro, N. C.....	Court-house, post- office, etc. <sup>b h</sup>	61,650.00	61,650.00	.....	.....	2,498.19
Guthrie, Okla.....	Post-office and court-house. <sup>e l</sup>	100,000.00	100,000.00	.....	27.52	2,737.50
Hammond, Ind.....	do. <sup>c e</sup>	140,000.00	105,000.00	19,500.00	26.69	821.25
Harrison, Ark.....	do. <sup>e</sup>	100,000.00	100,000.00	5,400.00	31.11	3,250.95
Hartford, Conn.....	Custom-house and post-office. <sup>b h</sup>	240,000.00	240,000.00	.....	.....	4,367.81
Hastings, Nebr.....	Post-office. <sup>e</sup>	135,000.00	135,000.00	9,500.00	68.24	2,646.25
Helena, Mont.....	Public building. <sup>a</sup>	350,000.00	350,000.00	53,500.00	210.63	5,516.47
Henderson, Ky.....	Post-office. <sup>e</sup>	50,000.00	50,000.00	6,000.00	41.18	1,368.75
Holyoke, Mass.....	do. <sup>a</sup>	135,000.00	135,000.00	15,000.00	31.78	2,170.52
Honolulu, Hawaii.....	Immigrant station. <sup>a l</sup>	30,000.00	30,000.00	.....	.....	.....
Huntington, W. Va.....	Post-office and court-house. <sup>e</sup>	150,000.00	111,250.00	13,500.00	36.08	1,642.50
Hutchinson, Kans.....	Post-office. <sup>e</sup>	60,000.00	60,000.00	5,000.00	84.47	1,740.00
Indianapolis, Ind.....	Court-house and post-office. <sup>c e</sup>	2,617,423.65	2,617,423.65	626,200.00	81.52	8,530.42
Jacksonville, Fla.....	Post-office, custom- house, etc. <sup>b e</sup>	265,000.00	265,000.00	.....	66.58	3,878.61
Jacksonville, Ill.....	Post-office. <sup>e</sup>	60,000.00	60,000.00	7,500.00	142.48	821.25
Joliet, Ill.....	do. <sup>a</sup>	130,000.00	130,000.00	15,000.00	48.04	3,739.13
Joplin, Mo.....	do. <sup>a</sup>	150,000.00	150,000.00	5,000.00	101.85	4,168.50
Kalamazoo, Mich.....	do. <sup>b h</sup>	50,000.00	50,000.00	.....	.....	627.17
Kankakee, Ill.....	do. <sup>c e</sup>	80,000.00	80,000.00	13,500.00	24.83	.....
Kansas City, Kans.....	do. <sup>a</sup>	150,000.00	150,000.00	20,000.00	132.50	3,512.99
Kansas City, Mo.....	Post-office and court-house. <sup>b e</sup>	400,077.32	260,077.32	.....	.....	4,475.74
Kingston, N. Y.....	Post-office. <sup>m</sup>	80,000.00	80,000.00	19,950.00	26.78	365.00
Laramie, Wyo.....	do. <sup>e</sup>	100,000.00	100,000.00	8,000.00	29.71	821.25
Laredo, Tex.....	Post-office, court- house, and cus- tom-house. <sup>f</sup>	150,000.00	92,500.00	10,800.00	93.44	.....
Lawrence, Kans.....	Post-office. <sup>e</sup>	60,000.00	60,000.00	6,500.00	81.82	1,825.00
Leadville, Colo.....	do. <sup>e</sup>	85,000.00	85,000.00	12,000.00	84.34	2,797.50
Lebanon, Pa.....	do. <sup>f</sup>	75,000.00	65,000.00	20,004.00	79.74	638.75
Lincoln, Nebr.....	Court-house and post-office. <sup>e l</sup>	350,000.00	350,000.00	.....	.....	3,236.98
Littlefalls, N. Y.....	Post-office. <sup>k</sup>	50,000.00	50,000.00	16,000.00	47.47	.....
Louisiana, Mo.....	do. <sup>e</sup>	40,000.00	40,000.00	4,900.00	78.99	1,299.90
Macon, Ga.....	Court-house, post- office, etc. <sup>b f</sup>	306,000.00	156,000.00	31,000.00	.....	.....
Marblehead, Mass.....	Post-office. <sup>e</sup>	70,000.00	70,000.00	12,000.00	23.29	1,186.25
Marshalltown, Iowa.....	do. <sup>e</sup>	85,000.00	85,000.00	12,750.00	37.35	2,281.25
Martinsville, Va.....	do. <sup>a</sup>	45,000.00	45,000.00	2,500.00	21.20	2,358.67
Maysville, Ky.....	do. <sup>e</sup>	50,000.00	50,000.00	6,000.00	27.94	1,883.33
McKeesport, Pa.....	do. <sup>f</sup>	110,000.00	90,000.00	34,970.00	26.56	91.25
Memphis, Tenn.....	Custom-house, court-house, and post-office. <sup>b h</sup>	250,000.00	250,000.00	.....	.....	3,989.92
Milwaukee, Wis.....	Post-office, court- house, and cus- tom-house. <sup>a</sup>	1,886,402.36	1,886,402.36	388,054.00	6,854.73	47,949.84
Moberly, Mo.....	Post-office. <sup>e</sup>	40,000.00	40,000.00	4,940.00	39.32	740.00
Montgomery, Ala.....	Court-house, post- office, etc. <sup>b h</sup>	65,000.00	65,000.00	.....	.....	2,793.82
Muncie, Ind.....	Post-office. <sup>f</sup>	80,000.00	60,000.00	15,000.00	34.67	.....
Muskegon, Mich.....	Post-office and custom-house. <sup>d e</sup>	70,000.00	47,500.00	1.00	17.08	645.00
Nashua, N. H.....	Post-office. <sup>e</sup>	90,000.00	90,000.00	17,000.00	30.10	1,333.33

# SUNDRY CIVIL APPROPRIATION BILL.

7

expended and condition of appropriations for public buildings under control of the Department—Continued.

CONSTRUCTION DECEMBER 1, 1905—Continued.

Buildings.		Outstanding liabilities.	Total expended and outstanding.	Balances available.	To be appropriated.	Authority to contract within limit.	Date of act.
Office force, Supervising Architect.	Construction under contracts, etc.						
\$2,000.00	\$204.39	\$7,012.50	\$24,250.02	\$75,749.98	\$50,000.00	Yes ....	June 6, 1902
	186.60	2,800.00	2,977.16	32,022.84		Yes ....	Do.
2,000.00	47,761.29	8,377.28	70,000.00			Yes ....	Do.
1,000.00	8,449.59	44,297.26	73,504.18	* 13,504.18	15,000.00	Yes ....	Do.
2,000.00	24,052.02	27,060.99	65,000.00			Yes ....	Do.
2,000.00	39,912.35	15,267.04	74,904.56	95.44		Yes ....	Do.
4,364.82	70,283.79	55,395.23	149,128.23	15,871.77		Yes ....	Do.
2,000.00	16,816.37	29,352.74	50,000.00			Yes ....	Do.
4,500.00	93,461.53	1,200.00	109,344.61	655.39		Yes ....	Do.
4,000.00	53,083.98	50.50	59,636.67	2,013.38		Yes ....	Do.
4,000.00	37,098.68	48,334.44	92,198.14	7,801.86		Yes ....	Do.
2,000.00	4,681.33	109,479.05	136,508.32	* 31,508.32	35,000.00	Yes ....	Do.
4,000.00	61,335.66	25,817.87	99,835.59	164.41		Yes ....	Do.
12,000.00	220,959.47	2,465.60	239,792.88	207.12		Yes ....	Do.
6,250.00	101,496.26	15,089.25	135,000.00			Yes ....	Mar. 2, 1899
17,500.00	268,200.53	3,370.82	348,298.45	1,701.55		Yes ....	Mar. 2, 1899
2,000.00	12,313.89	25,165.00	46,888.82	3,111.18		Yes ....	June 6, 1902
6,500.00	106,293.98	277.92	130,274.20	4,725.80		Yes ....	Do.
1,000.00	27,629.01	607.00	29,236.01	763.99		Yes ....	Mar. 3, 1903
4,000.00	43,169.66	83,617.01	145,865.20	* 34,615.20	38,750.00	Yes ....	June 6, 1902
2,000.00	23,068.48	26,513.65	58,396.60	1,603.40		Yes ....	Do.
34,300.12	1,540,941.78	381,130.22	2,591,234.06	26,189.59		Yes ....	Mar. 1, 1899
12,300.00	203,194.07	45,000.01	264,439.27	560.73		Yes ....	June 6, 1902
	11,827.18	36,461.90	56,752.81	3,247.19		Yes ....	Do.
8,250.00	97,789.69		124,776.86	5,223.14		Yes ....	Mar. 2, 1899
8,500.00	130,434.64		148,204.99	1,795.01		Yes ....	Do.
2,250.00	45,512.64	1,408.08	49,697.89	302.11		Yes ....	June 6, 1902
2,000.00	34,404.47	28,192.17	78,121.47	1,878.53		Yes ....	Do.
10,500.00	106,608.54		140,754.08	9,245.97		Yes ....	Mar. 2, 1899
5,000.00	246,861.68	127,928.66	394,264.07	* 124,186.75	140,000.00	Yes ....	June 6, 1902
	4,608.30	5,800.00	30,750.08	49,249.92		Yes ....	Do.
2,000.00	26,648.46	56,284.00	93,783.42	6,216.58		Yes ....	Do.
	174.40	128,571.32	139,689.16	* 47,139.16	57,500.00	Yes ....	Do.
2,000.00	27,075.85	20,257.72	57,740.39	2,259.61		Yes ....	Do.
3,000.00	55,995.58	7,940.39	81,817.81	3,182.19		Yes ....	Mar. 2, 1899
	4,018.05	50,259.46	75,000.00	* 10,000.00	10,000.00	Yes ....	June 6, 1902
11,000.00	149,174.41	171,971.97	335,388.36	14,616.64		Yes ....	Do.
	78.29	3,785.80	19,911.56	30,088.44		Yes ....	Do.
	14,925.28	18,628.30	39,832.47	167.63		Yes ....	Do.
8,000.00	589.27	281,218.19	270,807.46	* 114,807.46	150,000.00	Yes ....	Mar. 2, 1899
2,000.00	18,281.68	31,795.83	65,287.00	4,713.00		Yes ....	June 6, 1902
4,000.00	47,137.23	17,611.45	83,817.28	1,182.72		Yes ....	Do.
2,250.00	36,482.76		43,612.63	1,387.87		Yes ....	Do.
2,000.00	32,764.73	7,324.00	50,000.00			Yes ....	Do.
4,000.00	3,813.36	65,606.37	108,507.54	* 18,507.54	20,000.00	Yes ....	Do.
12,500.00	225,673.44	172.50	242,335.86	7,664.14		Yes ....	Do.
104,317.67	1,334,902.83		1,882,079.07	4,323.29		Yes ....	Jan. 21, 1889
1,750.00	9,464.71	22,854.81	39,788.84	211.16		Yes ....	June 6, 1902
3,250.00	58,956.18		65,000.00			Yes ....	Do.
2,000.00	399.57	60,909.50	78,348.74	* 18,843.74	20,000.00	Yes ....	Do.
2,000.00	8,376.53	49,911.00	60,949.41	* 13,449.41	22,500.00	Yes ....	Do.
2,700.00	15,908.30	52,743.15	89,714.88	285.12		Yes ....	Do.

*Statement prepared for House Committee on Appropriations relative to amounts  
Treasury*

## PUBLIC BUILDINGS IN COURSE OF

Location.	Designation.	Limit of cost of site and building.	Amount appropriated.	Site and land.		Buildings.
				Expended for property.	Incidental expenses.	Contingent force.
Nashville, Tenn.....	Custom-house and post-office. <i>b h</i>	\$260,000.00	\$220,000.00	.....	.....	\$3,394.90
Natchez, Miss.....	Post-office. <i>e</i> .....	50,000.00	50,000.00	\$7,500.00	\$68.31	1,416.67
Natchitoches, La.....	do. <i>k</i> .....	65,000.00	65,000.00	4,910.00	61.39	.....
Nevada, Mo.....	do. <i>k</i> .....	40,000.00	40,000.00	4,500.00	26.32	.....
Newcastle, Pa.....	do. <i>e</i> .....	125,000.00	86,250.00	24,970.00	27.42	1,642.50
Newport, Vt.....	Court-house, post-office, and custom-house. <i>a</i>	125,000.00	125,000.00	14,800.00	82.84	2,979.14
Newport News, Va..	Custom-house and post-office. <i>a</i>	250,000.00	250,000.00	40,000.00	58.10	2,972.24
New York, N. Y.....	Custom-house building. <i>c e</i>	6,744,977.52	5,944,977.52	2,194,990.00	45,728.54	15,513.32
Do.....	Subtreasury. <i>n</i> .....	125,000.00	125,000.00	.....	.....	610.00
Niagara Falls, N. Y..	Post-office. <i>f</i> .....	150,000.00	83,750.00	24,000.00	149.04	.....
Norristown, Pa.....	do. <i>e</i> .....	78,000.00	78,000.00	21,000.00	37.71	1,460.00
Oakland, Cal.....	do. <i>a</i> .....	250,000.00	250,000.00	50,000.00	50.90	4,744.99
Oak Park, Ill.....	do. <i>e</i> .....	45,000.00	45,000.00	5,000.00	20.66	750.00
Ogden, Utah.....	Post-office and court-house. <i>d e</i>	200,000.00	100,000.00	1.00	51.54	1,368.75
Oil City, Pa.....	Post-office. <i>f</i> .....	85,000.00	85,000.00	25,000.00	48.28	688.88
Ottawa, Ill.....	do. <i>e</i> .....	60,000.00	60,000.00	9,800.00	29.32	1,551.25
Owosso, Mich.....	do. <i>k</i> .....	40,000.00	40,000.00	5,000.00	26.58	.....
Pekin, Ill.....	do. <i>e</i> .....	80,000.00	80,000.00	15,000.00	25.23	2,166.67
Perth Amboy, N. J..	Post-office and custom-house. <i>d e</i>	60,000.00	60,000.00	1.00	23.30	2,416.66
Pierre, S. Dak.....	Post-office and court-house. <i>e</i>	175,000.00	125,000.00	4,960.00	25.71	2,646.25
Portland, Oreg.....	do. <i>b h</i> .....	200,000.00	200,000.00	.....	.....	6,190.96
Providence, R. I.....	Post-office, court-house, and custom-house. <i>c d e</i>	1,000,000.00	500,000.00	1.00	14.90	1,100.00
Reno, Nev.....	Post-office. <i>k</i> .....	60,000.00	60,000.00	9,000.00	41.64	.....
Rochester, N. Y.....	Court-house, post-office, etc. <i>b</i>	100,000.00	60,000.00	39,980.00	8.59	.....
Rock Hill, S. C.....	Post-office. <i>f</i> .....	45,000.00	45,000.00	5,500.00	30.97	876.00
Rome, Ga.....	do. <i>b h</i> .....	83,000.00	63,000.00	7,980.00	15.21	1,749.21
St. Joseph, Mo.....	do. <i>b e</i> .....	217,859.34	217,859.34	17,960.00	19.47	3,125.00
Salt Lake City, Utah.	Court-house and post-office. <i>d e</i>	500,000.00	500,000.00	1.00	31.21	7,482.50
San Francisco, Cal..	Custom-house. <i>c f l</i>	1,500,000.00	350,000.00	.....	.....	.....
Do.....	Post-office, court-house, etc. <i>a</i>	3,556,055.04	3,556,055.04	1,040,000.00	15,055.04	64,494.57
Savannah, Ga.....	Marine hospital. <i>e l</i>	150,000.00	150,000.00	.....	.....	2,688.64
Seattle Wash.....	Court-house, custom-house, and post-office. <i>e</i>	900,000.00	900,000.00	174,750.00	640.77	5,306.06
Selma, Ala.....	Post-office. <i>k</i> .....	75,000.00	75,000.00	11,250.00	46.42	.....
Sherman, Tex.....	Post-office and court-house. <i>f</i>	145,000.00	61,250.00	11,949.00	36.29	127.78
Spartanburg, S. C.....	Post-office. <i>f</i> .....	60,000.00	30,000.00	8,500.00	20.86	.....
Sterling, Ill.....	do. <i>a</i> .....	45,000.00	45,000.00	5,000.00	24.83	1,595.83
Stockton, Cal.....	do. <i>a</i> .....	156,900.00	156,900.00	26,350.00	129.00	3,076.09
Superior, Wis.....	Post-office, court-house, and custom-house. <i>c e</i>	300,000.00	181,250.00	33,750.00	82.08	427.78
Traverse City, Mich.	Post-office and custom-house. <i>e</i>	56,000.00	56,000.00	5,900.00	18.93	2,561.11
Vincennes, Ind.....	Post-office. <i>e</i> .....	75,000.00	75,000.00	8,000.00	32.10	1,166.66
Waco, Tex.....	Court-house, post-office, etc. <i>b h</i>	100,000.00	100,000.00	.....	.....	2,648.23
Washington, D. C.....	Buildings, Bureau of Engraving and Printing. <i>e</i>	215,000.00	215,000.00	16,000.00	.....	825.36
Washington, Pa.....	Post-office. <i>e</i> .....	80,000.00	60,000.00	18,000.00	50.02	1,194.41
Waterbury, Conn.....	Post-office. <i>e</i> .....	135,000.00	135,000.00	40,000.00	24.14	2,315.24
Waterloo, Iowa.....	Post-office and court-house. <i>a n d</i>	150,000.00	150,000.00	18,500.00	18.61	3,445.45
Wausau, Wis.....	Post-office. <i>e</i> .....	57,000.00	57,000.00	9,000.00	78.43	2,007.50
Westchester, Pa.....	do. <i>f</i> .....	60,000.00	60,000.00	15,000.00	49.50	365.00
Wheeling, W. Va.....	Post-office, court-house, and custom-house. <i>c e</i>	400,000.00	280,000.00	92,000.00	85.30	1,460.00



expended and condition of appropriations for public buildings under control of the Department—Continued.

CONSTRUCTION DECEMBER 1, 1906—Continued.

Buildings.		Outstanding liabilities.	Total expended and outstanding.	Balances available.	To be appropriated.	Authority to contract within limit.	Date of act.
Office force, Supervising Architect.	Construction under contracts, etc.						
\$13,000.00	\$199,257.01	\$10,935.26	\$226,587.17	*\$6,587.17	\$40,000.00	Yes ....	June 6, 1902
2,500.00	13,280.73	23,286.37	48,047.06	1,952.92	.....	Yes ....	Do.
2,000.00	190.27	3,132.21	10,298.87	54,706.13	.....	Yes ....	Do.
1,000.00	277.26	1,700.40	7,508.98	32,496.02	.....	Yes ....	Do.
5,000.00	18,667.58	55,601.10	105,908.60	*19,658.60	38,750.00	Yes ....	Do.
6,250.00	96,247.23	.....	120,309.21	4,690.79	.....	Yes ....	Mar. 2, 1899
14,500.00	183,565.46	2,616.39	243,732.19	6,267.81	.....	Yes ....	Feb. 21, 1899
82,665.75	2,646,279.95	1,786,474.01	6,721,651.57	*776,674.05	800,000.00	Yes ....	Sept. 14, 1888
7,750.00	87,964.20	63.33	96,387.53	28,612.47	.....	Yes ....	June 6, 1900
3,000.00	182.88	115,269.75	142,601.67	*68,851.67	66,250.00	Yes ....	June 6, 1902
3,000.00	24,997.05	27,223.25	77,718.01	281.99	.....	Yes ....	Do.
13,500.00	174,266.80	51.75	242,614.44	7,385.56	.....	Yes ....	Mar. 2, 1899
2,000.00	20,713.11	14,888.36	43,367.13	1,632.87	.....	Yes ....	June 6, 1902
5,000.00	28,286.78	145,014.37	179,722.44	*79,722.44	100,000.00	Yes ....	Do.
2,000.00	9,635.39	46,636.27	84,008.82	921.18	.....	Yes ....	Do.
2,000.00	21,038.69	25,590.74	60,000.00	.....	.....	Yes ....	Do.
.....	132.24	3,050.00	8,208.82	31,791.18	.....	Yes ....	Do.
4,000.00	33,114.17	25,621.69	79,827.76	172.24	.....	Yes ....	Do.
2,000.00	30,534.63	24,771.98	59,747.57	252.43	.....	Yes ....	Do.
3,763.18	89,106.82	70,956.68	171,458.64	*46,458.64	50,000.00	Yes ....	Do.
11,200.00	178,116.28	4,164.50	199,671.74	328.26	.....	Yes ....	Do.
7,000.00	167,920.11	396,975.35	573,011.36	*73,011.36	500,000.00	Yes ....	Do.
.....	191.25	5,500.00	14,732.89	45,267.11	.....	Yes ....	Do.
2,000.00	4,525.61	5,512.61	51,827.01	8,172.99	40,000.00	Yes ....	Do.
1,000.00	6,713.50	29,953.00	44,073.47	926.58	.....	Yes ....	Do.
.....	52,745.68	3,955.79	66,445.89	*3,445.89	20,000.00	Yes ....	Do.
7,000.00	91,261.59	97,046.61	216,412.67	1,446.67	.....	Yes ....	Do.
25,000.00	402,305.92	65,179.37	500,000.00	.....	.....	Yes ....	June 11, 1896
.....	34,648.87	1,274,940.00	1,309,588.87	*959,588.87	1,150,000.00	Yes ....	June 6, 1902
127,000.00	2,122,778.70	116,218.02	3,485,546.35	69,508.71	.....	Yes ....	Mar. 3, 1887
5,000.00	95,985.88	46,226.02	149,900.54	99.46	.....	Yes ....	Mar. 21, 1902
17,750.00	65,134.32	572,658.06	836,239.21	63,760.79	.....	Yes ....	Mar. 2, 1899
.....	140.37	4,858.70	16,295.49	58,704.51	.....	Yes ....	June 6, 1902
5,000.00	200.13	118,897.85	136,211.05	*74,961.05	83,750.00	Yes ....	Do.
.....	132.27	49,659.65	58,312.78	*28,312.78	30,000.00	Yes ....	Do.
1,000.00	31,961.18	5,098.32	44,675.21	324.79	.....	Yes ....	Do.
5,371.96	113,118.62	.....	151,045.57	5,854.43	.....	Yes ....	Jan. 12, 1891
4,000.00	19,441.62	173,400.64	231,102.12	*49,852.12	118,750.00	Yes ....	June 6, 1902
2,000.00	36,074.72	6,862.62	58,407.38	2,592.62	.....	Yes ....	Do.
2,000.00	3,971.69	53,127.62	68,297.97	6,702.03	.....	Yes ....	Do.
4,349.38	79,815.04	7,315.86	94,128.51	5,871.49	.....	Yes ....	Do.
10,250.00	112,570.31	33,191.75	172,837.42	42,162.58	.....	Yes ....	Mar. 3, 1908
.....	6,800.24	47,934.63	73,979.30	*13,979.30	20,000.00	Yes ....	June 6, 1902
6,750.00	84,650.30	.....	133,739.68	1,260.32	.....	Yes ....	Do.
7,000.00	108,199.94	12,733.35	149,897.35	102.65	.....	Yes ....	Do.
2,500.00	36,305.88	7,106.19	57,000.00	.....	.....	Yes ....	Do.
2,000.00	354.05	40,334.00	58,102.55	1,897.45	.....	Yes ....	Do.
.....	26,378.77	266,765.50	386,689.57	*106,689.57	120,000.00	Yes ....	Do.

## SUNDRY CIVIL APPROPRIATION BILL.

*Statement prepared for House Committee on Appropriations relative to amounts  
Treasury*

## PUBLIC BUILDINGS IN COURSE OF

Location.	Designation.	Limit of cost of site and build- ing.	Amount appro- priated.	Site and land.		Build- ings.
				Expended for property.	Inciden- tal ex- penses.	Conti- nent force.
Wilkesbarre, Pa .....	Post-office <i>a</i> .....	\$150,000.00	\$150,000.00	\$39,850.00	\$137.98	\$3,129.47
Winston, N. C. ....	.....do. <i>f</i> .....	80,000.00	80,000.00	3,800.00	51.29	.....
Yankton, S. Dak .....	.....do. <i>a</i> .....	87,000.00	87,000.00	6,950.00	37.61	2,171.24
Zanesville, Ohio .....	.....do. <i>cc</i> .....	110,000.00	110,000.00	18,600.00	19.58	2,063.33
Total .....	.....	45,391,744.42	39,600,244.42	6,863,429.45	75,507.09	522,194.13

*expended and condition of appropriations for public buildings under control of the Department—Continued.*

## CONSTRUCTION DECEMBER 1, 1905—Continued.

Buildings.		Outstanding liabilities.	Total expended and outstanding.	Balances available.	To be appropriated.	Authority to contract within limit.	Date of act.
Office force, Supervising Architect.	Construction under contracts, etc.						
\$7,500.00	\$96,922.38	\$1.00	\$147,540.73	\$2,459.27	.....	Yes.....	Mar. 2, 1899
.....	164.91	51,431.55	55,447.75	*5,447.75	\$10,000.00	Yes.....	Do.
2,000.00	66,060.84	8,260.29	85,479.98	1,520.02	.....	Yes.....	June 6, 1902
2,139.08	25,958.45	65,788.92	109,579.86	420.64	.....	Yes.....	Do.
1,192,527.33	22,231,413.31	11,271,101.44	42,156,172.75	*3,769,845.13	5,791,500.00		
				1,213,916.80			
				*2,555,928.33			

*Statement prepared for House Committee on Appropriations relative to amounts expended and condition of appropriations for public buildings under control of the Treasury Department—Continued.*

RECAPITULATION OF PUBLIC BUILDINGS IN COURSE OF CONSTRUCTION DECEMBER 1, 1905.

Limit of cost of sites and buildings.....		\$45,391,744.42
Expended for property (sites and land).....	\$6,863,429.45	
Expenditures incident to purchase of property (sites and land).....	75,507.09	
Expended for contingent force (buildings)...	522,194.18	
Expended for office force, Supervising Architect.....	1,192,527.88	
Expended under contracts for construction, etc.....	22,231,413.81	
Outstanding liabilities under contracts for construction, etc.....	11,271,101.44	
Total.....		\$42,156,172.75
Balances available on appropriations.....	1,213,916.80	
* Less deficits, to wit: Allentown, Pa., \$22,091.04; Battlecreek, Mich., \$24,583.53; Burlington, Vt., \$21,624.71; Deadwood, S. Dak., \$41,285.43; Elizabeth City, N. C., \$32,604.38; Evanston, Wyo., \$24,125.92; Geneva, N. Y., \$13,504.18; Huntington, W. Va., \$34,515.20; Laredo, Tex., \$47,139.16; Macon, Ga., \$114,807.46; Muncie, Ind., \$18,343.74; Nashville, Tenn., \$5,687.17; New York, N. Y., \$776,674.06; Ogden, Utah, \$79,722.44; Providence, R. I., \$78,011.36; San Francisco, Cal., \$959,598.87; Spartanburg, S. C., \$23,812.78; Washington, Pa., \$13,979.30; Winston, N. C., \$5,447.76; Baltimore, Md., \$209,676.29; Biloxi, Miss., \$42,973.22; Cleveland, Ohio, \$568,046.28; Dekalb, Ill., \$17,968.52; Evanston, Ill., \$12,994.84; Fargo, N. Dak., \$22,568; Hammond, Ind., \$31,508.32; Kansas City, Mo., \$124,186.75; Lebanon, Pa., \$10,000; McKeesport, Pa., \$18,507.64; Muskegon, Mich., \$13,449.41; Newcastle, Pa., \$19,658.60; Niagara Falls, N. Y., \$58,851.67; Pierre, S. Dak., \$46,458.64; Rome, Ga., \$3,445.89; Sherman, Tex., \$74,961.05; Superior, Wis., \$49,852.12; Wheeling, W. Va., \$106,689.57.....		
	* 3,769,845.13	
Excess of deficits over available balances.....	2,555,928.83	
Total amount appropriated.....		\$39,600,244.42
Total amount to be appropriated.....		5,791,500.00
		45,391,744.42

a Occupied but not finally completed.

b Extension, repairs, alterations, etc., old building.

c Constructed under the provisions of the Tarnney Act.

d Nominal consideration for site, \$1.

e Work well advanced or progressing satisfactorily.

f Under contract recently awarded.

g Condemnation proceedings instituted to secure additional land.

h Extension occupied but not finally completed.

i Under limit of \$35,000, act of June 6, 1902.

k Bids now under consideration or not satisfactory.

l Government reservation.

m Not yet under contract.

n New vaults and facilities. Work practically completed.



*Statement prepared for House Committee on Appropriations relative to amounts  
Treasury*

BUILDINGS APPROPRIATED FOR BUT NOT IN

Location.	Designation.	Limit of cost of site and building.	Amount appropriated.	Site and land.		Buildings. Office force, Supervising Architect.
				Expended for property.	Incidental expenses.	
Albuquerque, N. Mex.	Post-office <i>a</i>	\$10,000.00	\$10,000.00	\$9,920.00	\$74.41	
Ann Arbor, Mich.	do. <i>a</i>	12,000.00	12,000.00	11,850.00	127.32	
Atlanta, Ga.	Court-house and post-office <i>a</i>	200,000.00	200,000.00	199,700.00	98.95	
Baker City, Oreg.	Post-office <i>a</i>	5,000.00	5,000.00	4,850.00	84.81	
Bar Harbor, Me.	do. <i>a</i>	12,000.00	12,000.00	11,800.00	79.86	
Bedford, Ind.	do. <i>a</i>	6,000.00	6,000.00	5,850.00	118.69	
Bessemer, Ala.	do. <i>a</i>	12,000.00	12,000.00	7,500.00	35.72	
Binghamton, N. Y.	Post-office, court-house, etc. <i>c</i>	2,250.00	2,250.00	2,100.00	7.30	
Bluefield, W. Va.	Post-office and court-house <i>a</i>	10,000.00	10,000.00	9,000.00	85.01	
Buffalo, N. Y.	Marine hospital <i>f</i>	125,000.00	90,000.00	22,000.00	169.25	
Butler, Pa.	Post-office <i>a</i>	20,000.00	20,000.00	19,900.00	25.99	
Calais, Me.	Post-office and custom-house <i>a</i>	12,000.00	12,000.00	11,875.00	55.86	
Carbondale, Pa.	Post-office <i>a h</i>	12,000.00	12,000.00		84.75	
Chippewa Falls, Wis.	do. <i>a</i>	10,000.00	10,000.00	9,850.00	639.66	
Corning, N. Y.	do. <i>a</i>	15,000.00	15,000.00	14,500.00	49.71	
Council Bluffs, Iowa.	Post-office, etc. <i>c</i>	7,500.00	7,500.00	7,500.00		
Crookston, Minn.	Post-office <i>a</i>	6,000.00	6,000.00	5,850.00	133.19	
Des Moines, Iowa	Post-office, court-house, and custom-house <i>a</i>	150,001.20	150,001.20	149,940.00	61.20	
Dixon, Ill.	Post-office <i>a</i>	10,000.00	10,000.00	9,825.00	187.06	
East Liverpool, Ohio.	do. <i>a</i>	30,000.00	30,000.00	29,900.00	91.61	
Easton, Pa.	do. <i>b h</i>	60,000.00	25,000.00		16.06	
Eau Claire, Wis.	Court-house and post-office <i>c</i>	140,000.00	130,000.00	9,531.20	175.70	
Elizabeth, N. J.	Post-office <i>a h</i>	200,000.00	153,750.00		48.74	
Florence, Ala.	do. <i>a</i>	7,500.00	7,500.00	6,000.00	43.49	
Gainesville, Ga.	do. <i>a</i>	5,000.00	5,000.00	4,950.00	36.36	
Grand Island, Nebr.	do. <i>a</i>	10,000.00	10,000.00	9,500.00	85.41	
Green Bay, Wis.	Post-office and court-house <i>c g</i>	140,000.00	80,000.00	13,500.00	71.42	\$3,000.00
Hagerstown, Md.	Post-office <i>a h</i>	10,000.00	10,000.00		18.54	
Hamilton, Ohio	do. <i>a</i>	30,000.00	30,000.00	19,950.00	26.01	
Houston, Tex.	Post-office, court-house, and custom-house <i>a</i>	125,000.00	125,000.00	120,001.00	141.95	
Ironton, Ohio	Post-office <i>b h</i>	40,000.00	20,000.00		18.99	
Ithaca, N. Y.	do. <i>c</i>	70,000.00	57,500.00	13,000.00	18.24	
Johnstown, Pa.	do. <i>a h</i>	20,000.00	20,000.00		18.67	
Los Angeles, Cal.	Post-office and court-house <i>d e</i>	850,000.00	412,500.00		96.19	
Marionette, Wis.	Post-office <i>a</i>	10,000.00	10,000.00	9,850.00	123.40	
Marion, Ind.	do. <i>a</i>	25,000.00	25,000.00	20,000.00	143.82	
Mason City, Iowa.	do. <i>a</i>	8,000.00	8,000.00	7,850.00	111.46	
Meadville, Pa.	do. <i>a h</i>	8,000.00	8,000.00		42.75	
Meriden, Conn.	do. <i>c</i>	100,000.00	70,000.00	20,500.00	27.61	2,000.00
Muscatine, Iowa	do. <i>a</i>	15,000.00	15,000.00	12,000.00	52.27	
New Orleans, La.	do. <i>a</i>	200,000.00	200,000.00	199,800.00	8.12	
Ocala, Fla.	do. <i>a</i>	4,000.00	4,000.00	2,500.00	40.66	
Oklahoma City, Okla.	do. <i>b h</i>	50,000.00	50,000.00		122.87	
Ottumwa, Iowa	do. <i>c</i>	6,500.00	6,500.00	6,485.00	15.00	
Pine Bluff, Ark.	do. <i>a</i>	7,000.00	7,000.00	6,500.00	76.00	
Pittsburg, Pa.	Marine hospital <i>f</i>	125,000.00	80,000.00		189.98	
Portland, Me.	Court-house <i>a</i>	60,000.00	60,000.00	57,850.00	360.63	
Portsmouth, Va.	Post-office and custom-house <i>a</i>	15,000.00	15,000.00	14,900.00	70.77	
Quincy, Mass.	do. <i>a</i>	12,000.00	12,000.00	11,900.00	92.19	
Richmond, Va.	Custom-house and post-office <i>c</i>	202,350.00	202,350.00	202,279.50	69.95	
St. Louis, Mo.	Post-office <i>c</i>	700,000.00	347,500.00	197,137.50	62.21	
Sandusky, Ohio	Custom-house and post-office <i>c k</i>	20,000.00	20,000.00		12.08	
Saratoga Springs, N. Y.	Post-office <i>a</i>	90,000.00	60,000.00		97.86	
Spokane, Wash.	Post-office, court-house, and custom-house <i>c</i>	500,000.00	250,000.00	99,900.00	89.63	
Tacoma, Wash.	do. <i>c</i>	500,000.00	245,000.00	96,001.00	84.47	

*expended and condition of appropriations for public buildings under control of the Department.*

\* \* \* \* \*

COURSE OF CONSTRUCTION DECEMBER 1, 1906.

Buildings.	Incidental expenditures.	Outstanding liabilities.	Total expended and outstanding.	Carried to surplus fund.	Balances available.	To be appropriated.	Authority to contract within limit.	Date of act.
			\$9,994.41	\$5.59				June 6, 1902
			11,977.32	22.68				Mar. 3, 1903
			199,796.95	201.05				June 6, 1902
			4,934.31	65.69				Mar. 3, 1903
			11,879.86	120.14				June 6, 1902
			5,963.59	36.41				Mar. 3, 1903
			7,535.72	4,464.28				Do.
			2,107.30		\$142.70			June 6, 1902
			9,035.01	964.99				Mar. 3, 1903
\$394.63	\$6,758.65		29,322.53		60,677.47	\$35,000.00	Yes	Mar. 24, 1902
			19,925.39	74.61				Mar. 3, 1903
			11,930.36		69.64			June 6, 1902
			34.75		11,965.25			Mar. 3, 1903
			9,989.66	10.34				Do.
			14,549.71	450.29				Do.
			7,500.00					Do.
			5,983.19	16.81				June 6, 1902
			150,001.20					Do.
			9,962.05	37.95				Mar. 3, 1903
			29,991.51	8.49				Do.
			15.05		24,984.95	35,000.00	Yes	June 6, 1902
71.90	8,625.00		18,408.80		111,596.20	10,000.00	Yes	Do.
2.65			51.39		158,696.61	48,250.00	Yes	Do.
			6,048.49	1,456.51				Mar. 3, 1903
			4,986.36	13.64				Do.
			9,585.41	414.59				Do.
2,980.06	4,355.00		23,906.50		56,093.50	60,000.00	Yes	June 6, 1902
			18.54		9,981.46			Mar. 3, 1903
			19,976.01		10,023.99			June 6, 1902
			120,142.95	4,857.05				Mar. 3, 1903
			18.99		19,981.01	20,000.00	Yes	June 6, 1902
26.34	3,750.00		16,794.58		40,705.42	12,500.00	Yes	Do.
			18.67		19,981.33			Do.
40,684.45	45,100.00		85,881.64		326,618.36	437,500.00		Do.
			9,973.40	26.60				Mar. 3, 1903
			20,143.82	4,856.18				Do.
			7,961.44	38.54				Do.
			42.75		7,987.25			Do.
540.58	7,313.25		30,981.39		39,618.61	30,000.00	Yes	June 6, 1902
			12,062.27	2,947.73				Do.
			199,806.12	191.88				Do.
			2,540.66	1,459.34				Mar. 3, 1903
			122.87		49,877.13		Yes	June 6, 1902
			6,600.00					Do.
			6,676.00	424.00				Mar. 3, 1903
428.52	6,825.00		7,448.50		72,556.50	45,000.00	Yes	Mar. 31, 1902
			58,210.63	1,789.87				Mar. 3, 1903
			14,970.77	29.23				June 6, 1902
			11,992.19	7.81				Do.
			202,349.45	.65				Do.
140.87	\$7,510.00		234,850.58		112,649.42	352,500.00	Yes	Do.
	19,980.00		19,992.03		7.97			Do.
			97.36		59,902.64	30,000.00	Yes	Do.
487.47	16,500.00		116,927.10		133,072.90	250,000.00	Yes	Do.
58.78	25,464.58		121,568.78		128,441.22	255,000.00	Yes	Do.

*Statement prepared for House Committee on Appropriations relative to amounts  
Treasury*

**BUILDINGS APPROPRIATED FOR BUT NOT IN**

Location.	Designation.	Limit of cost of site and building.	Amount appropriated.	Site and land.		Buildings. Office force, Supervising Architect.
				Expended for property.	Incidental expenses.	
Toledo, Ohio .....	Post-offices .....	\$200,000.00	\$200,000.00	\$185,000.00	\$125.68	.....
Tuscaloosa, Ala. ....	do. a .....	7,500.00	7,500.00	7,450.00	37.15	.....
Valdosta, Ga. ....	do. a .....	8,000.00	8,000.00	7,950.00	42.11	.....
Warren, Ohio .....	do. k .....	45,000.00	45,000.00	.....	15.00	.....
Washington, D. C. ....	Hall of Records: Site, a <sup>1</sup> .....	400,000.00	400,000.00	289,098.30	.....	.....
Do .....	Hall of Records: Plans. ....	5,000.00	5,000.00	.....	.....	.....
Do .....	Post-office <sup>1</sup> .....	400,000.00	400,000.00	189,255.00	.....	.....
Webster City, Iowa ..	do. a .....	8,000.00	8,000.00	6,000.00	97.20	.....
Westminster, Md. ....	do. a <sup>h</sup> .....	4,000.00	4,000.00	.....	3.00	.....
Woonsocket, R. I. ....	do. a <sup>h</sup> .....	15,000.00	15,000.00	.....	28.40	.....
York, Nebr. ....	do. a .....	10,000.00	10,000.00	9,000.00	94.39	.....
Youngstown, Ohio ....	do. c .....	14,000.00	14,000.00	13,980.00	19.81	.....
Total .....	.....	6,148,601.20	4,529,851.20	2,868,329.50	4,624.22	\$6,000.00



*expended and condition of appropriations for public buildings under control of the Department—Continued.*

COURSE OF CONSTRUCTION DECEMBER 1, 1905—Continued.

Buildings.	Incidental expenditures.	Outstanding liabilities.	Total expended and outstanding.	Carried to surplus fund.	Balances available.	To be appropriated.	Authority to contract within limit.	Date of act.
.....	.....	.....	\$135,125.68	.....	\$64,874.32	.....	.....	June 6, 1902
.....	.....	.....	7,487.15	\$12.85	.....	.....	.....	Mar. 3, 1908
.....	.....	.....	7,992.11	7.89	.....	.....	.....	Do.
.....	.....	\$13,550.00	13,565.00	.....	31,435.00	.....	Yes	June 6, 1902
.....	.....	14,395.50	308,493.80	.....	96,506.20	.....	.....	Mar. 3, 1908
.....	.....	.....	.....	.....	5,000.00	.....	.....	Do.
.....	.....	12,816.70	202,071.00	.....	197,929.00	.....	.....	Do.
.....	.....	.....	6,097.20	1,902.80	.....	.....	.....	Do.
.....	.....	.....	3.00	.....	3,997.00	.....	.....	Do.
.....	.....	.....	28.40	.....	14,971.60	.....	.....	Do.
.....	.....	.....	9,094.39	.....	.....	.....	.....	Do.
.....	.....	.....	13,999.81	.19	.....	.....	.....	June 6, 1902
\$45,816.22	222,942.93	2,641,712.57	27,821.68	1,860,316.65	\$1,618,750.00	.....	.....	

*Statement prepared for House Committee on Appropriations relative to amounts expended and conditions of appropriations for public buildings under control of the Treasury Department—Continued.*

RECAPITULATION OF PUBLIC BUILDINGS APPROPRIATED FOR BUT NOT IN COURSE OF CONSTRUCTION DECEMBER 1, 1905.

Limit of cost of sites and buildings .....		\$6,148,601.20
Expended for property (sites and land) .....	\$2,363,329.50	
Expenditures incident to purchase of property (sites and land) .....	4,624.22	
Expended for office force, Supervising Architect. ....	5,000.00	
Incidental expenditures relative to buildings ..	45,816.22	
Outstanding liabilities on account of sites and buildings .....	222,942.93	
Total .....	\$2,641,712.87	
Amount carried to surplus fund .....	27,821.68	
Balances available on appropriations .....	1,860,316.65	
Total amount appropriated .....	\$4,529,851.20	
Total amount to be appropriated .....	1,618,750.00	6,148,601.20

*a* Site only. No provision for building.

*b* Nominal consideration for site, \$1.

*c* Additional land only. No provision for extension.

*d* Site donated by citizens.

*e* Not yet placed upon the market, or bids not satisfactory.

*f* Bids for construction will shortly be opened.

*g* To be constructed under the provisions of the Tarsney Act.

*h* Site or additional land not yet selected.

*i* Government reservation.

*k* Site or land selected, but title not yet vested in United States.

*l* Site partially acquired.

TREASURY DEPARTMENT,  
Washington, December 5, 1905.

MR. JAMES C. COURTS,  
*Clerk to the House Committee on Appropriations,  
House of Representatives.*

SIR: Referring to the estimates of appropriations prepared in this office for the fiscal year ending June 30, 1907, I forward herewith statements explanatory thereof relative to each item.

Respectfully,

J. K. TAYLOR,  
*Supervising Architect.*

UNITED STATES POST-OFFICE, ALLENTOWN, PA.

Limit of cost .....	\$110,000
Amount appropriated .....	85,000
Amount to be appropriated .....	25,000

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$25,000 will be required. Contract expires August 15, 1906.

RENT OF BUILDINGS, BALTIMORE, MD.

In order to meet the obligations incurred for rented quarters for Government officials pending the completion of the new custom-house building \$1,000 will be required. For offices for Light-House Service.

## UNITED STATES CUSTOM-HOUSE, BALTIMORE, MD.

Limit of cost.....	\$1,851,611.19
Amount appropriated.....	1,501,611.19
Amount to be appropriated.....	350,000.00

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$350,000 will be required. Contract expires March 4, 1907.

## UNITED STATES POST-OFFICE, BATTLECREEK, MICH.

Limit of cost.....	\$110,000
Amount appropriated.....	80,000
Amount to be appropriated.....	30,000

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$30,000 will be required. Contract expires November 15, 1906.

## UNITED STATES POST-OFFICE, COURT-HOUSE, AND CUSTOM-HOUSE, BILOXI, MISS.

Limit of cost.....	\$125,000
Amount appropriated.....	76,250
Amount to be appropriated.....	48,750

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$48,750 will be required. Contract expires May 16, 1906.

## UNITED STATES MARINE HOSPITAL, BUFFALO, N. Y.

Limit of cost.....	\$125,000
Amount appropriated.....	90,000
Amount to be appropriated.....	35,000

Drawings have been completed for this work and bids obtained thereon, which it was necessary to reject, as they exceeded the amount available. As soon as such drawings are modified the work will again be placed on the market, and the balance of \$35,000 will be needed to complete the work. Work held up subject to action of Congress.

## UNITED STATES POST-OFFICE AND CUSTOM-HOUSE, BURLINGTON, VT.

Limit of cost.....	\$210,000
Amount appropriated.....	180,000
Amount to be appropriated.....	30,000

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$30,000 will be required. Contract expired February 1, 1906, but work was suspended and six months extra time allowed.

## UNITED STATES POST-OFFICE, CUSTOM-HOUSE, AND COURT-HOUSE, CLEVELAND, OHIO.

Limit of cost.....	\$3,000,000
Amount appropriated.....	1,700,000
Amount to be appropriated.....	1,300,000

Contracts have been awarded for the construction of this building exceeding the amount appropriated by \$570,000. In order to meet such deficiency and to provide funds for continuing the work, a further appropriation of \$800,000 will be required. Contract expired February 15, 1906, but practically a years extension must be allowed.

#### RENT OF BUILDINGS, CLEVELAND, OHIO.

In order to meet the obligations incurred for rented quarters for Government officials, pending the completion of the post-office, custom-house, and court-house building, \$51,428.20 will be required.

#### UNITED STATES POST-OFFICE AND COURT-HOUSE, COLORADO SPRINGS, COLO.

Limit of cost .....	\$175,000
Amount appropriated .....	125,000
Amount to be appropriated .....	50,000

Bids have been received for the construction of this building, which are within the limit, and it is expected that the contract will be awarded in the very near future, to complete which it will be necessary that the balance of \$50,000 be appropriated. No contract yet awarded. Should an increase of time be granted and new drawings required no money need be appropriated at this session.

#### UNITED STATES POST-OFFICE AND COURT-HOUSE, DEADWOOD, S. DAK.

Limit of cost .....	\$200,000
Amount appropriated .....	155,000
Amount to be appropriated .....	45,000

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$45,000 will be required. Contract expires June 15, 1906, but an eight months' extension of time has been allowed.

#### UNITED STATES POST-OFFICE, DEKALB, ILL.

Limit of cost .....	\$100,000
Amount appropriated .....	70,000
Amount to be appropriated .....	30,000

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$30,000 will be required. Contract expired April 1, 1906, and building is about ready for occupancy.

#### UNITED STATES COURT-HOUSE AND POST-OFFICE, ELIZABETH CITY, N. C.

Limit of cost .....	\$140,000
Amount appropriated .....	100,000
Amount to be appropriated .....	40,000

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$40,000 will be required. Contract expires May 31, 1906.

## UNITED STATES POST-OFFICE, EVANSTON, ILL.

Limit of cost .....	<u>\$90,000</u>
Amount appropriated .....	72,500
Amount to be appropriated .....	17,500

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$17,500 will be required. Contract expired March 1, 1906, and building will be occupied in a few weeks.

## UNITED STATES POST-OFFICE AND COURT-HOUSE, EVANSTON, WYO.

Limit of cost .....	<u>\$179,000</u>
Amount appropriated .....	150,000
Amount to be appropriated .....	29,000

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$29,000 will be required. Contract expires July 1, 1906.

## UNITED STATES POST-OFFICE AND COURT-HOUSE, FARGO, N. DAK.

Limit of cost .....	<u>\$80,000</u>
Amount appropriated .....	50,000
Amount to be appropriated .....	30,000

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$30,000 will be required. Contract expires February 1, 1907.

## UNITED STATES POST-OFFICE, GENEVA, N. Y.

Limit of cost .....	<u>\$75,000</u>
Amount appropriated .....	60,000
Amount to be appropriated .....	15,000

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$15,000 will be required. Contract expires December 1, 1906.

## UNITED STATES POST-OFFICE AND COURT-HOUSE, HAMMOND, IND.

Limit of cost .....	<u>\$140,000</u>
Amount appropriated .....	105,000
Amount to be appropriated .....	35,000

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$35,000 will be required. Contract expires September 1, 1906.

## UNITED STATES POST-OFFICE AND COURT-HOUSE, HUNTINGTON, W. VA.

Limit of cost .....	<u>\$150,000</u>
Amount appropriated .....	111,250
Amount to be appropriated .....	38,750

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$38,750 will be required. Contract expires August 1, 1906.

UNITED STATES POST-OFFICE AND COURT-HOUSE, KANSAS CITY, MO.

Contracts for the extension have been awarded in excess of the amount appropriated by \$120,000. In order to meet these obligations and to provide for the completion of the building, it will be necessary that an appropriation be made of the entire balance of \$140,000, and in view of the above facts it is recommended that the amount be included in the urgent deficiency bill. Building is about completed.

UNITED STATES POST-OFFICE, COURT-HOUSE, AND CUSTOM-HOUSE,  
LAREDO, TEX.

Limit of cost.....	\$150,000
Amount appropriated.....	92,500
Amount to be appropriated.....	57,500

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$57,500 will be required. Contract expires December 15, 1906.

RENT OF BUILDINGS, LOS ANGELES, CAL.

In order to meet the obligations incurred for rented quarters for Government officials pending the completion of the post-office and court-house building \$20,000 will be required. Twenty-five thousand dollars required.

RENT OF BUILDINGS, MACON, GA.

In order to meet the obligations incurred for rented quarters for Government officials pending the completion of the enlargement of the court-house, post-office, etc., \$6,080 will be required.

UNITED STATES COURT-HOUSE, POST-OFFICE, ETC., MACON, GA.

Limit of cost.....	\$306,000
Amount appropriated.....	156,000
Amount to be appropriated.....	150,000

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$150,000 will be required. Contract expires July 1, 1907. Appropriation of \$100,000 will be sufficient.

UNITED STATES POST-OFFICE, McKEESPORT, PA.

Limit of cost.....	\$110,000
Amount appropriated.....	90,000
Amount to be appropriated.....	20,000

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$20,000 will be required. Contract expires February 20, 1907.

## UNITED STATES COURT-HOUSE, POST-OFFICE, ETC., MONTGOMERY, ALA.

Limit of cost .....	\$65,000
Amount appropriated .....	65,000

The limit placed upon the extension of this building proved inadequate to complete it in all respects as appeared to be necessary for the best conduct of the business, and therefore it was necessary to omit certain items connected with the approaches, and as it was absolutely necessary to install an elevator, a contract was awarded therefor in amount \$2,359.14 less than the lowest proposal, with the understanding that unless Congress made an appropriation therefor there would be no obligation on the part of the Government to pay the above-mentioned deducted sum of \$2,359.14. As, however, the low figure was reasonable, funds should be provided for paying such balance. To meet these different items it will be necessary that a deficiency appropriation of \$6,000 be made.

## UNITED STATES POST-OFFICE, MUNCIE, IND.

Limit of cost .....	\$80,000
Amount appropriated .....	60,000
Amount to be appropriated .....	20,000

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$20,000 will be required. Contract expires March 1, 1907.

## UNITED STATES POST-OFFICE AND CUSTOM-HOUSE, MUSKEGON, MICH.

Limit of cost .....	\$70,000
Amount appropriated .....	47,500
Amount to be appropriated .....	22,500

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$22,500 will be required. Contract expires August 1, 1906.

## UNITED STATES CUSTOM-HOUSE AND POST-OFFICE, NASHVILLE, TENN.

Limit of cost .....	\$280,000
Amount appropriated .....	220,000
Amount to be appropriated .....	40,000

The extension of this building has been practically completed and obligations under the limit incurred in excess of \$3,000 of the amount appropriated. To meet this deficiency and to provide for certain items which are still lacking, and in order that the account may be closed and the balance unused turned back into the Treasury, it will be necessary to appropriate the balance of \$40,000. Building is practically completed except some small items.

## UNITED STATES POST-OFFICE, NEWCASTLE, PA.

Limit of cost .....	\$125,000
Amount appropriated .....	86,250
Amount to be appropriated .....	38,750

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$38,750 will be required. Contract expires July 15, 1906.

RENT OF OLD CUSTOM-HOUSE, NEW YORK, N. Y.

In order to meet the obligations incurred for rented quarters for Government officials pending the completion of the new custom-house building \$130,600 will be required.

UNITED STATES CUSTOM-HOUSE, NEW YORK, N. Y.

Limit of cost.....	\$6,744,977.52
Amount appropriated.....	5,944,977.52
Amount to be appropriated .....	800,000.00

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$800,000 will be required. Contract expires October 15, 1906.

UNITED STATES POST-OFFICE, NIAGARA FALLS, N. Y.

Limit of cost.....	\$150,000
Amount appropriated.....	83,750
Amount to be appropriated .....	66,250

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$66,250 will be required. Contract expires March 31, 1907.

UNITED STATES POST-OFFICE AND COURT-HOUSE, OGDEN, UTAH.

Limit of cost.....	\$200,000
Amount appropriated.....	100,000
Amount to be appropriated .....	100,000

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$100,000 will be required. Contract expires December 1, 1907.

UNITED STATES POST-OFFICE AND COURT-HOUSE, PIERRE, S. DAK.

Limit of cost.....	\$175,000
Amount appropriated.....	125,000
Amount to be appropriated .....	50,000

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$50,000 will be required. Contract expires October 1, 1906.

UNITED STATES MARINE HOSPITAL, PITTSBURG, PA.

Limit of cost.....	\$125,000
Amount appropriated.....	80,000
Amount to be appropriated .....	45,000



Drawings are being prepared for this work, and as soon as completed the work will be placed upon the market and the balance of the appropriation will be required to complete the work. Work held up awaiting action of Congress.

UNITED STATES POST-OFFICE, COURT-HOUSE, AND CUSTOM-HOUSE,  
PROVIDENCE, R. I.

Limit of cost .....	\$1,000,000
Amount appropriated .....	500,000
Amount to be appropriated .....	500,000

Contracts have been awarded for the construction of this building exceeding the amount appropriated by \$73,000. In order to meet such deficiency and to provide funds for continuing the work a further appropriation of \$250,000 will be required. Contract for superstructure expires December 1, 1906.

UNITED STATES POST-OFFICE, ROME, GA.

Limit of cost .....	\$83,000
Amount appropriated .....	63,000
Amount to be appropriated .....	20,000

The extension of this building has been practically completed and obligations under the limit incurred in excess of \$3,500 of the amount appropriated. To meet this deficiency and to provide for certain items which are still lacking, and in order that the account may be closed and the balance unused turned back into the Treasury, it will be necessary to appropriate the balance of \$20,000.

It is recommended that \$5,000 of this amount be included in the urgent deficiency bill. Building practically completed except small items.

UNITED STATES CUSTOM-HOUSE, SAN FRANCISCO, CAL.

Limit of cost .....	\$1,500,000
Amount appropriated .....	350,000
Amount to be appropriated .....	1,150,000

Contracts have been awarded for the construction of this building exceeding the amount appropriated by \$940,000. In order to meet such deficiency and to provide funds for continuing the work a further appropriation of \$950,000 is needed. Contract expires March 1, 1906. An appropriation of \$500,000 will be sufficient.

UNITED STATES POST-OFFICE AND COURT-HOUSE, SHERMAN, TEX.

Limit of cost .....	\$145,000
Amount appropriated .....	61,250
Amount to be appropriated .....	83,750

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$83,750 will be required. Contract expires March 1, 1907.

## UNITED STATES POST-OFFICE, SPARTANBURG, S. C.

Limit of cost.....	\$60,000
Amount appropriated.....	30,000
Amount to be appropriated.....	30,000

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$30,000 will be required. Contract expires November 1, 1906.

UNITED STATES POST-OFFICE, COURT-HOUSE, AND CUSTOM-HOUSE,  
SUPERIOR, WIS.

Limit of cost.....	\$300,000
Amount appropriated.....	181,250
Amount to be appropriated.....	118,750

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$118,750 will be required. Contract expired February 15, 1906.

## UNITED STATES POST-OFFICE, WASHINGTON, PA.

Limit of cost.....	\$80,000
Amount appropriated.....	60,000
Amount to be appropriated.....	20,000

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$20,000 will be required. Contract expired March 15, 1906. Building will be occupied by May 1.

UNITED STATES POST-OFFICE, COURT-HOUSE, AND CUSTOM-HOUSE,  
WHEELING, W. VA.

Limit of cost.....	\$400,000
Amount appropriated.....	280,000
Amount to be appropriated.....	120,000

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$120,000 will be required. Contract expired March 1, 1907.

## UNITED STATES POST-OFFICE, WINSTON, N. C.

Limit of cost.....	\$60,000
Amount appropriated.....	50,000
Amount to be appropriated.....	10,000

Contracts for the completion of this building have been awarded, and in order to meet the obligation thereunder an appropriation of \$10,000 will be required. Contract expires February 15, 1907.

TUESDAY, April 10, 1906.

## PUBLIC BUILDINGS—Continued.

## STATEMENT OF MR. JAMES K. TAYLOR, SUPERVISING ARCHITECT, TREASURY DEPARTMENT.

The CHAIRMAN. Mr. Taylor, you are the Supervising Architect of the Treasury Department?

Mr. J. K. TAYLOR. Yes, sir.

The CHAIRMAN. And through the Secretary of the Treasury you have submitted, in response to a request of the committee, a document here, showing the conditions of appropriations for public buildings under the control of the Treasury Department. Has there been any change since this document was submitted in regard to these several items that you know of?

Mr. J. K. TAYLOR. None that I know of, Mr. Tawney.

The CHAIRMAN. I will call over the list in its alphabetical order, and it may be we will want additional information in special cases. If so, you can give it as we proceed.

## BALTIMORE, MD., CUSTOM-HOUSE.

The CHAIRMAN. Take up the item of the Baltimore custom-house.

Mr. J. K. TAYLOR. That is under contract. The contracts for the interior finish are let, and the contracts expire March 15, 1907. I think, however, we need the whole balance of the authorization—\$350,000.

The CHAIRMAN. Will that all be expended during the fiscal year 1907?

Mr. J. K. TAYLOR. Yes; it will all be expended during the fiscal year 1907. By the time Congress adjourns next year there probably will be some \$50,000 or \$75,000 that will not be expended.

The CHAIRMAN. When did you say you expect to have the building completed?

Mr. J. K. TAYLOR. March 15, 1907; between that and the 1st of July the contract will close and the balance of the money will be paid over.

## BALTIMORE, MD., POST-OFFICE.

The CHAIRMAN. Have you seen this bill that has been introduced?

Mr. J. K. TAYLOR. By Mr. Wachter—No. 12989?

The CHAIRMAN. Yes; H. R. 12989. Has your attention been called to that, for the erection of an addition to the post-office at Baltimore?

Mr. J. K. TAYLOR. Yes, sir; in fact, our office called Mr. Wachter's attention to it.

The CHAIRMAN. Do you think that authorization has not been exhausted?

Mr. J. K. TAYLOR. It has not, I know; there is \$497,000 of it still left. It has never been annulled by legislative action and has not been appropriated, and consequently it has not lapsed. It was distinctly left, Mr. Tawney, at the time the building was done. On the back of the third of the lot was an old court-house that belonged to

the Government. That was used by the courts at the time that the new building was being built—the United States courts—and when we finished the Baltimore building and the courts moved out the city was just about ready to build a new city hall, and they asked the privilege of using that old court-house and constructing on the grounds adjacent to it an addition, to occupy for their other offices, which was done, and these two buildings are now occupied by the tenants of the custom-house that were taken out of the custom-house while the new custom-house was being built. As soon as they can move into their building the other building will be torn down. When this building was finished there was \$497,000 left unexpended. The reports of the office show that it was intended to finish the approaches of the building when these other buildings were removed. That data is on file there. That was the original intention. That is why that \$500,000 was left. We never had occasion to use it, and in consequence never asked an appropriation for it.

MR. TAYLOR. How does that stand now—as an unexpended balance?

MR. J. K. TAYLOR. An unappropriated balance.

MR. TAYLOR. Do you remember the date of the original law?

MR. J. K. TAYLOR. It was 1885 or 1886.

MR. TAYLOR. Does the law authorize the retention of that fund?

MR. J. K. TAYLOR. By the general law it stands for the building until it is turned in, or it has to be appropriated before it can be turned in.

MR. TAYLOR. I notice this bill provides that it shall be paid out of the Treasury unless otherwise appropriated. Do you not think that this bill ought to read that it should be paid out of the unexpended balance in the Treasury?

THE CHAIRMAN. There is no unexpended balance.

MR. TAYLOR. He says there is.

MR. J. K. TAYLOR. I imagine that that would read just as the rest of it, Mr. Tawney. For instance, Allentown is for the continuation of a building under the present limit, so much money.

THE CHAIRMAN. For the information of the committee I will read a letter which I have here from the Secretary of the Treasury, and incorporate it in the hearings as a part of Mr. Taylor's statement. [Reads:]

TREASURY DEPARTMENT,  
OFFICE OF THE SECRETARY,  
*Washington, February 27, 1906.*

THE CHAIRMAN COMMITTEE ON APPROPRIATIONS,  
*House of Representatives.*

SIR: In response to the request contained in your communication of the 26th instant for a report upon bill H. R. 12989, "For the erection of an addition to the post-office in the city of Baltimore, Maryland," this Department has the honor to advise you that in its opinion there is an urgent need for the enlargement of said building for the proper transaction of the public business.

It is estimated that an extension of the first floor of said building, having approximately 7,000 square feet of area, and for the necessary changes and alterations in the present building incident to such extension and including provision for suitable approaches, etc., can be made within the limit of cost provided therefor in the bill above referred to.

In reference to your further inquiry as to whether in the opinion of this Department the limit of cost of the building in question has been appropriated in full, you are advised that it is apparent from an examination of the records

of this Department that appropriations to the amount of such limit of cost have not been made.

The building was completed and occupied in March, 1890, and the following statement taken from the annual report of the Supervising Architect for the year 1891 shows that at the time of the completion of the building it was recognized that the extension of the building at some time subsequent thereto was in contemplation. I quote from said report, as follows:

"An examination of the various acts of Congress authorizing the acquisition of site and the erection of the post-office, court-house, etc., building, with the accounts of the expenditures thereunder and the appropriation asked in the estimates, shows the fact that the work on the building and the work to be done on the approaches to the building, that the building has been entirely completed and the work on approaches will be completed largely within the limit of cost, and that \$447,890.62 of the limit of cost prescribed by acts of Congress approved June 18, 1879, March 5, 1880, and March 3, 1881, remains to the credit of the limit of cost.

"Congress will not be asked to appropriate all of the amount fixed as the limit of cost of the site and building by the acts above specified, unless it should be decided at a future time that the needs of the public service render it necessary to erect an extension to the new building after the old building shall have been sold and removed, which will receive consideration at the proper time."

Respectfully,

L. M. SHAW, *Secretary*.

Have you gone into the matter of the necessity of this extension at this time, Mr. Taylor?

Mr. J. K. TAYLOR. Yes, sir.

The CHAIRMAN. In your judgment do you say it is necessary?

Mr. J. K. TAYLOR. Absolutely necessary for the proper conduct of the post-office business over there.

The CHAIRMAN. Will you prepare and submit the language for the proper appropriation for the purpose as you intend?

Mr. J. K. TAYLOR. I would simply say, "For the continuation of the work under the present limit," just the same as at Allentown here.

The CHAIRMAN. "For the continuation of the work under the present limit of cost?"

Mr. J. K. TAYLOR. Yes, sir; or rather let it be this way:

Post-office and court-house, Baltimore, Maryland: For the continuation, extension, enlargement of, and necessary changes in the post-office and court-house building in the city of Baltimore, Maryland, within the limit of cost heretofore fixed by Congress, \$150,000.

The CHAIRMAN. Under that you would have the authority to go on and build under the present conditions?

Mr. J. K. TAYLOR. Yes, sir.

Mr. TAYLOR. So that language could be stricken out in the bill without any additional words?

Mr. J. K. TAYLOR. I think so.

Mr. SMITH. Which way is this extension to run, as you understand?

Mr. J. K. TAYLOR. East.

Mr. SMITH. The east frontage of this building is completed?

Mr. J. K. TAYLOR. Yes.

Mr. SMITH. With marble or granite, or something of that kind on the front?

Mr. J. K. TAYLOR. Yes; I think it is a granite building.

Mr. SMITH. It was finished all around alike?

Mr. J. K. TAYLOR. Yes.

MR. SMITH. Do I understand that your understanding of the law is that if an authorization be given to build a building to cost \$1,000,000, and after the completed building is erected with the usual outside walls, without any further legislation, we have the right to appropriate money to build a distinct addition to that building?

MR. J. K. TAYLOR. So long as you have not gone outside the limit.

THE CHAIRMAN. Do you know of any instance where that has been done?

MR. J. K. TAYLOR. I never knew an instance of where there is any money left. [Laughter.]

THE CHAIRMAN. Except this one?

MR. J. K. TAYLOR. Yes; except this one.

MR. SMITH. It looked to me very doubtful whether a Chairman of the Committee of the Whole would rule it to be in order to make such an appropriation, if the building is in effect completed.

MR. J. K. TAYLOR. The existing building is not complete, and by the records and reports of the office it is shown that it is not complete, and that it was intended to complete it later. That portion of it that is occupied is completed.

MR. SMITH. You would not have put a front on the east side if you had thought of completing it later? Or would you have considered it completed when you put the outside finish clear around?

MR. J. K. TAYLOR. When they completed that portion I do not imagine they had any idea of putting an addition there. They intended to put the approaches there.

MR. SMITH. The appropriation here without the authority is valid unless it is completed; but, as a question of the rules of the House, I would say it was doubtful, if the authorization is made not to exceed \$1,000,000, because the authorization is not to cost the million, but not to exceed a million. The building is completed, say for twenty years, and there is a finished building all around. I doubt whether it would not be deemed a new structure to tear off the outside of the building and extend it.

THE CHAIRMAN. Will this extension necessitate the removal of the outside?

MR. J. K. TAYLOR. In a small portion of it; one story in the central portion will be all.

THE CHAIRMAN. Do the post officials in Baltimore occupy any other rooms than those in the present building?

MR. J. K. TAYLOR. We have got only one set of rented quarters, I believe, occupied by the Light-House Board. It is not very much, \$1,000; two or three officers I think. Then there are people from the custom-house.

THE CHAIRMAN. Is it because the work is congested in the present building and crowded?

MR. J. K. TAYLOR. Yes, sir. It is absolutely necessary to have more room for the main building.

THE CHAIRMAN. Absolutely necessary to have more room for the proper conduct of the post-office business of the United States?

MR. J. K. TAYLOR. Yes, sir. They are so congested that they can hardly move around, and they have taken a portion upstairs needed by the other officials.

THE CHAIRMAN. Is the court held in that building, too?

Mr. J. K. TAYLOR. Yes; the court and the internal-revenue offices are in the same building.

The CHAIRMAN. Do you know how many employees there are occupying that building?

Mr. J. K. TAYLOR. No, sir; I do not.

Mr. SULLIVAN. Where has this money been all these years?

Mr. J. K. TAYLOR. It has not been appropriated.

Mr. SMITH. It is an authorization by the statute?

Mr. J. K. TAYLOR. Yes, sir.

POST-OFFICE DEPARTMENT,  
OFFICE OF THE FIRST ASSISTANT POSTMASTER-GENERAL,  
Washington, April 17, 1906.

Hon. F. C. WACHTER,

*House of Representatives.*

SIR: I beg to inform you that, in accordance with your request, a representative of the Department was recently detailed to visit Baltimore, Md., for the purpose of investigating the necessity of securing additional floor space for the post-office at that place, and that a report from him has just been received stating that the office is greatly congested, and recommending that immediate action be taken to provide at least 7,000 additional square feet of floor space.

This Department concurs in the recommendation of its representative, and the hope is expressed that Congress may see fit to make provision for an adequate enlargement of that part of the Federal building at Baltimore occupied by the post-office.

Respectfully,

F. H. HITCHCOCK,  
*First Assistant Postmaster-General.*

POST-OFFICE DEPARTMENT,  
OFFICE OF THE FIRST ASSISTANT POSTMASTER-GENERAL,  
Washington, January 17, 1906.

Hon. FRANK C. WACHTER,

*House of Representatives.*

DEAR SIR: With reference to your letter of the 9th instant, in regard to an addition to the post-office building at Baltimore, Md., the files of the Department did not contain the information you desired, and therefore the postmaster at Baltimore was requested, on the 12th instant, to make a full report concerning the necessity for additional floor space.

His letter, which explains the situation fully, was received yesterday, and a copy is inclosed herewith.

Respectfully,

F. H. HITCHCOCK,  
*First Assistant Postmaster-General.*

BALTIMORE POST-OFFICE,  
OFFICE OF THE POSTMASTER,  
Baltimore, Md., January 15, 1906.

Hon. F. H. HITCHCOCK,

*First Assistant Postmaster-General,*

*Salary and Allowance Division.*

SIR: In compliance with the directions of your communication of the 12th instant, I have the honor to advise you that the floor space occupied by each division of the post-office at Baltimore, Md., is as follows:

First floor:	Square feet.
Mailing .....	4,039
City, including box department and general delivery .....	7,703
Registry (divided into 3 rooms) .....	1,668
Money order .....	948
Special delivery .....	368
Inquiry .....	348
Basement:	
Paper dock .....	2,520

These areas show actual floor space in each instance, without deduction for fixtures, which in the mailing and city divisions occupy 7,044 square feet. The executive division, including the cashier's department, is upon the second floor of the building and is not included in the above, nor are the two rooms occupied by the assistant postmaster and superintendent of city division, respectively.

The gross receipts of the office for year ending June 30, 1896, were. \$871, 802. 33  
The gross receipts of the office for year ending June 30, 1905, were. 1, 584, 138. 22

An increase in the latter above the former of----- 712, 335. 89

The clerical force was at the earlier date 200 and at the latter date 338, and the number of letter carriers 287 and 357, respectively.

It is beyond question that this office is in urgent need of increased space in which efficiently to discharge the greatly increased business which reaches it as compared with that transacted fifteen years ago, when it was moved to the building it now occupies.

The arrangement of the post-office building is such that the working floor, intended for the accommodation of the city and mailing divisions, is not susceptible of enlargement within the walls of the present structure. Of its net area of 11,742 square feet, 7,044 square feet are occupied by the furniture, leaving but 4,698 square feet for the use of the combined forces of the two divisions, numbering at times as many as 225 men simultaneously at work in this circumscribed space, considerable portions of which are also permanently occupied by the box department and general delivery.

It is believed that when the new custom-house in this city shall be completed, perhaps by the summer of 1907, additional space in the post-office building will become available for post-office use; but, while this will relieve some of the smaller divisions and materially assist the proper discharge of business in them, it will in nowise increase the size of the working floor, nor afford any greater space for the labors of the mailing and city divisions.

The enormous increase in the bulk of mail handled in more recent years requires for its speedy and accurate dispatch or distribution, as the case may be, abundant space for the installation of the necessary furniture and for the passing of trucks and men. This is sought to be accomplished by securing an appropriation whereby an addition to the building might be erected, enlarging this working floor only, no effort being made to secure increased accommodations in any other portion of the building or for any division of the office.

The completion of the new custom-house will, it is understood, be followed by the removal of buildings upon the land already owned by the Government and immediately adjoining the eastern front of the post-office building. Upon the lot so vacated the proposed addition might readily be placed, and the present is deemed an appropriate time to make efforts to secure necessary action by the Congress to meet not only an existing necessity, but a need which will constantly become more imperative.

Very respectfully,

W. HALL HARRIS, *Postmaster.*

#### BALTIMORE, MD.—RENTAL OF TEMPORARY QUARTERS.

The CHAIRMAN. The next item on page 2 is for the rental of temporary quarters.

Mr. J. K. TAYLOR. That is the Light-House Board. That formerly was in the custom-house and will return to it when the custom-house is finished. We had to rent quarters for a time.

Mr. SMITH. You got enough last year for it?

Mr. J. K. TAYLOR. I think we had an amount left over in some way or other that we could run on, and so we did not ask for anything last year.

Mr. SMITH. This would not be a continuing appropriation?

Mr. J. K. TAYLOR. There was a rental appropriation made for some previous year that worked in there—

The CHAIRMAN. Made in 1905, or made in 1904 for the fiscal year 1905, \$1,850.



Mr. SMITH. I know of no rental appropriations, Mr. Taylor, that are not annual. That is why I inquired.

Mr. J. K. TAYLOR. It is either because one of these lapsed over, or it came out of the \$23,000 of rental. That was a continuing appropriation in 1901, and we found that they had enough left over. I am not sure.

Mr. SMITH. Is that \$23,000 item still carried in the bill in any form?

Mr. J. K. TAYLOR. No, sir; that is eliminated now in any form. It is expended. I can find out why that was not asked for last year, and give you the reasons for it.

BILOXI, MISS.

The CHAIRMAN. The same is true of the next item, Biloxi, Miss.?

Mr. J. K. TAYLOR. Yes. The contract expires May 15, 1906. It will probably be three months late on account of yellow fever last year.

The CHAIRMAN. You will expend this \$48,000 after July 1 next?

Mr. J. K. TAYLOR. Yes.

The CHAIRMAN. In the completion of the building?

Mr. J. K. TAYLOR. The building will be completed probably before this appropriation becomes available, but the entire settlement will not. It is about three or four months late on account of yellow fever last year.

The CHAIRMAN. The contract you speak of is a contract for the completion of the building?

Mr. J. K. TAYLOR. Yes, sir.

The CHAIRMAN. And this money is to meet the obligations under that contract?

Mr. J. K. TAYLOR. Yes, sir.

BUFFALO, N. Y., MARINE HOSPITAL.

The CHAIRMAN. Now, "Buffalo, N. Y., marine hospital."

Mr. J. K. TAYLOR. The marine hospitals, both there and in Pittsburgh, are held up. Just what they are going to do with them I do not know yet. I have my notes on the copy of this "Work held up." If allowed to go, money will be required. If not, there will be no need of it." They are proposing to sell those marine hospitals, and I do not know what the Treasury Department will do with them. That is under the charge of the Secretary.

The CHAIRMAN. The appropriation has been made?

Mr. J. K. TAYLOR. An appropriation of \$90,000 has been made, and we have bought a site up there.

The CHAIRMAN. Nothing has been done as yet toward the construction of the building?

Mr. J. K. TAYLOR. Nothing has been done to it.

The CHAIRMAN. The Government owns the site?

Mr. J. K. TAYLOR. Yes; and has drawings made for the building; but no contract has been let for the construction, because about that time the Secretary proposed to dispose of these marine hospitals and close them up.

The CHAIRMAN. Do you know the reason why?

Mr. J. K. TAYLOR. Because it cost more to run them than it did to provide the service required in private hospitals.

Mr. TAYLOR. You do not state that of your own knowledge?

Mr. J. K. TAYLOR. That is the reason given by the Secretary—that it costs \$4 for what they can do for \$1.

Mr. TAYLOR. I do not understand that the question applied to what the Secretary said. It is not your opinion that you give?

Mr. J. K. TAYLOR. No, sir; not personally.

Mr. SULLIVAN. It would be a good plan to abolish some of the others, would it not?

Mr. J. K. TAYLOR. That is what we are doing.

Mr. SMITH. They are advocating it, you mean?

Mr. J. K. TAYLOR. No; they have closed the one at Cincinnati. The property will be closed shortly.

Mr. SMITH. When was that authorized by law?

Mr. J. K. TAYLOR. Under the general law. The Secretary has the right to sell any he wants.

Mr. SMITH. You mean there is an act allowing the Secretary to close and sell them?

Mr. J. K. TAYLOR. Yes, sir.

Mr. SMITH. Can you tell us what that law is? It seems to me it is strange.

Mr. J. K. TAYLOR. Yes, sir. That authority goes back a good many years.

Mr. SULLIVAN. That authority is limited to marine hospitals?

Mr. J. K. TAYLOR. Yes, sir.

The CHAIRMAN. What did the site at Buffalo cost, Mr. Taylor?

Mr. J. K. TAYLOR. About \$23,000; in that neighborhood. I do not remember the exact amount.

Mr. SULLIVAN. Has the Secretary any authority to sell buildings other than marine hospitals?

Mr. J. K. TAYLOR. No, sir. He has got to have Congressional authority to dispose of other buildings.

Mr. SMITH. I am satisfied the law exists, since Mr. Taylor is so positive about it, but it is a most extraordinary law.

Mr. J. K. TAYLOR. The way I happen to be so sure of it was that I suggested, when they were talking of closing it up, that we should ask Congress for the right, and the Secretary discovered that they had the right already.

Mr. TAYLOR. I would suggest that the law originated at the time when the marine hospital was established, which was in the eighteenth century.

Mr. J. K. TAYLOR. I believe there was at one time a discussion as to whether they could not be eliminated, and I think the act was passed at that time, if I remember rightly, from listening to the conversation.

Mr. TAYLOR. What is that section?

Mr. COURTS. Section 4806 of the Revised Statutes.

Mr. TAYLOR. What is the date?

Mr. SMITH. The date seems to be 1866, amended in 1875. The section reads:

SEC. 4806. The Secretary of the Treasury is authorized to lease, or to sell at public auction, to the highest and best bidder, for cash, after due notice in the public newspapers, such marine-hospital buildings and lands appertaining

thereto as he may deem it advisable to sell, and to make, execute, and deliver all needful conveyances to the lessees or purchasers thereof, respectively; and the proceeds of such leases or sales are hereby appropriated for the marine-hospital establishment. But the hospitals at Cleveland, in Ohio, and Portland, in Maine, shall not be sold or leased. And this section shall not be construed to authorize the Secretary of the Treasury to lease or sell any such hospital where the relief furnished to sick mariners shall show an extent of relief equal to twenty cases a day on an average for the last preceding four years, or where no other suitable and sufficient hospital accommodations can be procured upon reasonable terms for the comfort and convenience of the patients.

I do not know what that language means—"shall show an extent of relief equal to twenty cases a day on an average for the last preceding four years." It is unintelligible to me. Do you understand that?

Mr. COURTS. It means unless for the last four years an equivalent to twenty cases a day have been treated.

Mr. SMITH. He is not authorized to sell lands without buildings under that section.

Mr. TAYLOR. The question of these new hospitals has to be referred to Congress.

The CHAIRMAN. The Secretary has written a letter and sent in a bill asking that the authorization of these two hospitals be repealed, and that he be given authority to sell the sites; and on this question, gentlemen, Mr. Alexander and Mr. Dalzell have asked to be heard, and the Secretary of the Treasury also wants to be heard.

Mr. J. K. TAYLOR. Yes; it came to me when that question was raised as to the authority to sell new sites. The Secretary said they would refer the question to Congress to see what was their idea in regard to closing up those hospitals.

#### CLEVELAND, OHIO.

The CHAIRMAN. What is the present status of the building at Cleveland, Ohio, Mr. Taylor?

Mr. J. K. TAYLOR. It is about up to the third-floor beam lines. The contract expired on February 15 last, but by the delays of the Government on the granite question it has practically been extended one year, although that question is not definitely settled yet, whether they will allow the extension or the contractor will be taxed for it.

Mr. SULLIVAN. Why is this limitation as to granite stricken out? Do you know?

Mr. J. K. TAYLOR. That was the specific appropriation in last year's bill.

Mr. TAYLOR. That was a big fight between the Ohio Senators and the Ohio Members. Don't you remember?

Mr. SULLIVAN. Yes; but have the outer walls been finished?

Mr. J. K. TAYLOR. Yes.

Mr. SULLIVAN. So that there is no possibility of changing the outer walls now?

Mr. J. K. TAYLOR. Oh, no; they would not be changed.

#### CHICAGO, ILL.

The CHAIRMAN. House joint resolution No. 61 authorizes an appropriation to be used in the interior decoration of the Federal building at Chicago. Has that been referred to you? It carries \$100,000.

Mr. J. K. TAYLOR. No, sir; I have not seen it.

The CHAIRMAN. There has been no reference to you and no recommendation on it?

Mr. J. K. TAYLOR. No, sir. The only thing I have seen in regard to Chicago is the \$138,000 appropriation that was allowed in the urgent deficiency bill.

The CHAIRMAN. That is House joint resolution No. 61. I will give you a copy of the resolution and refer it to you, and will be very glad to have you look into it and make such recommendations and give us such information as you may touching the necessity for it.

Mr. SMITH. There is one matter in that connection I would like to ask a question or two about. This joint resolution provides that \$15,000 of this money—

shall be used for the paving of the east side of Clark street, between Jackson and Adams streets; the south side of Adams street, between Clark and Dearborn streets, and the west side of Dearborn street, between Adams and Jackson streets, with such material as may be designated by the city authorities of the city of Chicago and under the supervision and direction of said city authorities and in accordance with the laws and ordinances of said city.

Is it not a fact that the Government for many years has refused to pay for paving in front of public buildings?

Mr. J. K. TAYLOR. Yes.

Mr. SMITH. So that if this should pass it would give preference to Chicago over any other city in the United States?

Mr. J. K. TAYLOR. Yes.

Mr. SMITH. We have paid for the paving of our public building out of our own money.

Mr. J. K. TAYLOR. Congress never paid any attention to estimates of that kind, and we let those things drop.

Mr. SMITH. A number of local bills passed a number of years ago, but we paved ours twice and could not get the money back, and I do not believe in letting Chicago have it.

Mr. TAYLOR. Chicago got the street paving done once, in 1879.

Mr. SMITH. I am opposed to letting it get more than the rest of us got.

TREASURY DEPARTMENT,  
OFFICE OF THE SECRETARY,  
Washington, April 30, 1906.

CHAIRMAN COMMITTEE ON APPROPRIATIONS,  
*House of Representatives.*

SIR: In response to your verbal request of this date for a report on House joint resolution 61, "appropriating money for the decoration of the new Federal building at Chicago, and for other purposes," I have the honor to advise you that the sum of \$85,000—the amount set apart by the bill for the purpose—could be advantageously expended for the interior decoration of the building, no part of said building having yet been decorated.

With regard to that part of said bill which provides for the expending of \$15,000 for paving of streets around said building, you are advised that the State of Illinois having ceded jurisdiction over the Federal building site, the same is exempt from all taxation or assessment, and it therefore remains with Congress if, in its wisdom, it deems such course expedient, to make provision for street paving by special appropriation.

Respectfully,

L. M. SHAW, *Secretary.*

COLORADO SPRINGS, COLO.

The CHAIRMAN. Is there anything additional as to the next item, "Colorado Springs?"

Mr. J. K. TAYLOR. Yes; there is. If you want to cut your bill

down, you can take \$25,000 off what we ask for there, and divide it in half. You can reduce the amount to \$25,000 instead of \$50,000.

Mr. SMITH. And restore the word "continuation" instead of "completion?"

Mr. J. K. TAYLOR. Yes, sir.

Mr. BROWNLOW. It is not completed?

Mr. J. K. TAYLOR. No, sir; the contract has not been let. It has been held up, subject to a bill that is going through another committee of this House.

Mr. TAYLOR. In that bill you propose to increase the appropriation and extend the limit?

Mr. J. K. TAYLOR. Extend the limit.

Mr. SMITH. As a matter of fact, are the plans drawn at all, Mr. Taylor?

Mr. J. K. TAYLOR. Yes, sir. They have been on the market. The contract is all ready to let.

Mr. SMITH. You expect to have new plans if this other bill carries?

Mr. J. K. TAYLOR. Not necessarily. We are holding the figures until after this bill passes to see whether we will have to get new ones or not, or whether we will have to enlarge this.

The CHAIRMAN. If the contract has not yet been let, what is the necessity of appropriating anything for the next fiscal year? The appropriation will be immediately available when made, if it is made next March.

Mr. J. K. TAYLOR. I know, if it is made next March, Mr. Tawney.

Mr. SULLIVAN. If there is no need, it might be well to see how much the limit will be increased also.

Mr. J. K. TAYLOR. There is a balance of about \$80,000 there. That would hardly carry us through if we commenced work right away. It would hardly carry us through over December.

The CHAIRMAN. December of this year?

Mr. J. K. TAYLOR. Yes; that is the building season. We have not the prepared drawings, but the contract is all ready to let.

The CHAIRMAN. The limit of cost is not extended yet?

Mr. J. K. TAYLOR. No, sir.

The CHAIRMAN. If not extended, the amount of balance would be ample, would it not?

Mr. J. K. TAYLOR. No; it would hardly carry us over to the 1st of January. Out of the \$125,000 appropriated, \$35,000 or \$40,000 is paid for site. That would leave a balance of \$85,000.

Mr. SMITH. As a matter of fact, the increase of the limit of cost would decrease what you would expend?

Mr. J. K. TAYLOR. Yes; but if they do not increase it the \$85,000 would not carry us over until the 1st of January. But if they increase the limit of cost we will not need anything on it. We will have plenty of money, because we will not be able to let a contract until the 1st of August, and then they can not carry it forward.

The CHAIRMAN. Is there a proposition to increase the limit of cost before the Committee on Public Buildings and Grounds?

Mr. J. K. TAYLOR. Yes; I understand it is allowed.

The CHAIRMAN. If it is allowed you will not need this?

Mr. J. K. TAYLOR. Yes; you can take off the other \$25,000.

The CHAIRMAN. All right, we will watch that.

## DECATUR, ILL.

Have you anything to add to your recommendation in respect to Decatur, Ill.?

Mr. J. K. TAYLOR. No, sir.

The CHAIRMAN. You make no estimate there whatever?

Mr. J. K. TAYLOR. No; that is another one that is held up for an increase of the limit of cost.

## ITHACA, N. Y.

The CHAIRMAN. Ithaca, N. Y.

Mr. J. K. TAYLOR. Nothing is asked for.

Mr. SULLIVAN. What is the reason for that?

Mr. J. K. TAYLOR. It is held up.

Mr. SULLIVAN. You mean a bill is pending to increase the limit?

Mr. J. K. TAYLOR. Yes, sir.

## LOS ANGELES, CAL.—RENT OF BUILDINGS.

The CHAIRMAN. You estimate for rent of building at Los Angeles, Cal., \$20,000?

Mr. J. K. TAYLOR. Yes; and we have sent in a letter since, asking for \$5,000 additional, making \$25,000. In order to cover it entire we have asked for a deficiency of \$5,000. On March 22 it was suggested to Congress that the appropriation be made \$25,000 instead of \$20,000, you will remember.

The CHAIRMAN. Twenty-five thousand dollars is necessary for the next fiscal year?

Mr. J. K. TAYLOR. Yes, sir.

## MACON, GA.

The CHAIRMAN. Macon, Ga.

Mr. J. K. TAYLOR. The contract does not expire until July 1, 1907. You can deduct \$50,000 from that estimate, making the appropriation \$100,000 instead of \$50,000 and "continuation" instead of "completion" of the building.

## MACON, GA.—RENT OF BUILDINGS.

The CHAIRMAN. Rent of buildings, \$6,080.

Mr. J. K. TAYLOR. Yes; that is to accommodate the courts and internal revenue and weather bureau.

The CHAIRMAN. Where are they accommodated now?

Mr. J. K. TAYLOR. Under the rental for which you have appropriated.

Mr. SMITH. You had no item until last year?

Mr. J. K. TAYLOR. No. There was a continuous rental for that until we got the thing settled—three years ago, I think it was. That was applicable until it was settled. We have paid the rent up to this year on that. It was for remodeling the building and all, so that it was continuous.

## M'KEESPORT, PA.

The CHAIRMAN. McKeesport, Pa.

Mr. J. K. TAYLOR. The contract expires February 20, 1907.

The CHAIRMAN. Do you need this \$20,000 before March 4, next?

Mr. J. K. TAYLOR. Well, it would be a pretty close shave; we will be ready to settle about that time.

## MUNCIE, IND.

The CHAIRMAN. Muncie, Ind.

Mr. J. K. TAYLOR. Contract expires March 1, 1907. That is another one just exactly like the previous one. Of course, we could get through without it, but it would be a close shave.

The CHAIRMAN. March 1?

Mr. J. K. TAYLOR. Yes; March 1.

The CHAIRMAN. There was nothing appropriated for this fiscal year for Muncie?

Mr. J. K. TAYLOR. No, sir; there was nothing doing on it. We had sufficient for the previous year. The contract was let along in September or October.

## NASHVILLE, TENN.

The CHAIRMAN. "Nashville, Tenn."

Mr. J. K. TAYLOR. There are certain items that we will have to pay—about three or four thousand dollars—out of that; but the balance of that appropriation of \$40,000 will probably be turned in. We are simply asking this to be appropriated to be turned back into the Treasury. We have the work all done.

The CHAIRMAN. Will \$5,000 cover the items you refer to?

Mr. J. K. TAYLOR. I think so; yes.

Mr. SMITH. Can an appropriation lapse without an appropriation of this kind? Will it not be available until expended?

Mr. J. K. TAYLOR. It never does lapse, but we turn it back into the Treasury.

Mr. SULLIVAN. Suppose twenty-five years from now you want to put an addition on this building?

Mr. J. K. TAYLOR. We do not do it. We turn it back.

Mr. SULLIVAN. You are preventing a recurrence of the Baltimore proposition?

Mr. J. K. TAYLOR. Yes.

Mr. BROWNLOW. About this Nashville appropriation, the custodian told me there that he had more money than he could use, and had to turn back something.

Mr. J. K. TAYLOR. That is what we are providing for on this. We have a small amount of deficiency that will go against this \$40,000, and the balance can be turned back into the General Treasury.

Mr. SMITH. Is this building completed?

Mr. J. K. TAYLOR. Yes; completed and occupied. It is an addition.

The CHAIRMAN. What are the items you want to spend \$5,000 for?

Mr. J. K. TAYLOR. Certain lamps to light the building in front of

the entrance, and one or two small items like that. It is the completion of odds and ends around the building.

The CHAIRMAN. How long has the building been occupied—I mean the addition?

Mr. J. K. TAYLOR. About six months.

TREASURY DEPARTMENT,

Washington, April 11, 1906.

The CHAIRMAN COMMITTEE ON APPROPRIATIONS.

House of Representatives.

SIR: Referring to the United States custom-house and post-office building at Nashville, Tenn., I have the honor to state that a further appropriation from the balance of \$35,000, under the present limit of cost of \$5,000, is all that is necessary for the completion of the work.

Respectfully,

J. K. TAYLOR,

Supervising Architect.

#### NEW YORK CUSTOM-HOUSE, NEW YORK.

The CHAIRMAN. "The New York custom-house."

Mr. J. K. TAYLOR. The contract expires October 15, 1906.

Mr. SMITH. Is it going to be done by that time?

Mr. J. K. TAYLOR. Yes, sir; just about that time.

Mr. SMITH. Then we will be able to hear the last of the famous lease in New York about that?

Mr. J. K. TAYLOR. Yes; then you close it up.

The CHAIRMAN. Are they not endeavoring to extend the limit of cost?

Mr. J. K. TAYLOR. That will not make any difference. We have got to finish that anyway inside the time.

The CHAIRMAN. Whether the limit of cost is extended or not?

Mr. J. K. TAYLOR. Yes. It simply changes the kind of material, you know; a certain finish of marble, and that sort of thing. It does not take them any longer to get out a better grade of marble than a poorer grade.

The CHAIRMAN. The limit of cost has to do with the interior finish?

Mr. J. K. TAYLOR. Yes.

The CHAIRMAN. Finishing in marble?

Mr. J. K. TAYLOR. Yes; instead of plaster.

The CHAIRMAN. What is that additional cost estimated to be?

Mr. J. K. TAYLOR. The bill calls for a million dollars. The Department recommended \$500,000. I do not know what they put in.

Mr. SULLIVAN. That will make the building cost \$5,000,000?

Mr. J. K. TAYLOR. Yes; \$5,000,000.

Mr. SULLIVAN. There is one good thing about that building. It is self-supporting—the New York custom-house is.

#### NEW YORK, N. Y., RENT OF OLD CUSTOM-HOUSE.

(See also p. —.)

Mr. SMITH. Then comes the item, rent of old custom-house.

The CHAIRMAN. "New York, N. Y., rent of old custom-house." Have you anything to add in addition to what you have submitted?

Mr. J. K. TAYLOR. Absolutely nothing.

Mr. SMITH. It was stricken out, was it not?



Mr. J. K. TAYLOR. The law says the Secretary of the Treasury shall sell the building and pay 4 per cent on the amount of money paid in—lease money—and occupy it until paid in.

The CHAIRMAN. That is the item that I think we will have the Secretary here upon; and Mr. Sulzer, a member of the House, wants to be heard on it.

Mr. SMITH. The only thing to do is to report it and let the House strike it out if it wants to.

The CHAIRMAN. I know, but this is also true, that in reporting it I think the committee ought to have the benefit of the statement of the Secretary of the Treasury in regard to the matter on the other side as well. If we have our controversy here we will be better able to defend our action on it on the floor of the House.

## NEW YORK COURT-HOUSE AND POST-OFFICE.

(See page 60.)

## NIAGARA FALLS, N. Y.

The CHAIRMAN. Niagara Falls, N. Y., post-office.

Mr. J. K. TAYLOR. The contract expires on March 31, 1907.

The CHAIRMAN. Will you use that much—\$66,000?

Mr. J. K. TAYLOR. You can shave it off if you want to. Give us \$30,000 instead of \$66,000.

Mr. TAYLOR. That will take off \$36,000?

Mr. J. K. TAYLOR. Yes.

Mr. TAYLOR. And strike out "completion?"

Mr. J. K. TAYLOR. Yes; and make it "continuation."

## OGDEN, UTAH.

The CHAIRMAN. Ogden, Utah.

Mr. J. K. TAYLOR. That is a long contract. I think you could deduct fully 50 per cent of that. Make it for "continuation," and \$50,000 instead of \$100,000.

Mr. SULLIVAN. What is the date of completion?

Mr. J. K. TAYLOR. December 1, 1907.

## PHILADELPHIA, PA.—MINT.

The CHAIRMAN. Do you know anything about the estimate submitted for coal bunkers at the Philadelphia Mint—\$20,000?

Mr. J. K. TAYLOR. Mr. Roberts, the Director of the Mint, brought it down to our Office, and I suggested that he submit it to the Secretary. For some reason he did not want to, and he submitted it. The coal bunkers there are under the court and hard to get at, and not very large in that building, so that what they want to do is to build coal bunkers on Buttonwood street, back of the building, large enough to hold a sufficient supply of coal to run them probably six months.

The CHAIRMAN. How much coal would that be?

Mr. J. K. TAYLOR. I do not remember now; 400 or 500 tons, I believe; something like that.

The CHAIRMAN. What supply are they carrying now?

Mr. J. K. TAYLOR. They do not carry over three days' supply. Their bunkers are very small.

The CHAIRMAN. After the matter was submitted to you, did you give it such attention as to enable you to say whether or not this estimate is right?

Mr. J. K. TAYLOR. Yes; this is our estimate.

The CHAIRMAN. What material do you expect to construct the bunkers of?

Mr. J. K. TAYLOR. Simply rubble, stone, and cement. It is the excavation of the building and replacing of the street and cutting the walls through to the boiler room that will make it cost the entire sum.

Mr. TAYLOR. Do you think it is a good business proposition?

Mr. J. K. TAYLOR. Yes.

Mr. TAYLOR. And an economical investment?

Mr. J. K. TAYLOR. Yes. It will enable them to save a proportion of the cost of coal delivered, because it can be shot right from the wagons; and more than that, it will enable them to buy coal in car-load lots, which they are not able to do now.

The CHAIRMAN. Do they not contract for the full amount required for the year?

Mr. J. K. TAYLOR. Yes; but the coal men charge them storage for it. They contract for the full amount, but can only deliver a small portion of it at a time.

Mr. SMITH. This building has just been finished, has it not?

Mr. J. K. TAYLOR. It was finished in 1898.

Mr. SMITH. Was this an error of judgment in designing the building?

Mr. J. K. TAYLOR. It was an error of judgment as to the amount of coal they would need there.

#### PROVIDENCE, R. I.

The CHAIRMAN. Have you anything additional, Mr. Taylor, on page 10, with respect to the Providence, R. I., court-house and custom-house?

Mr. J. K. TAYLOR. No, sir.

The CHAIRMAN. When does that contract expire?

Mr. J. K. TAYLOR. The present contract expires September 1, 1906.

The CHAIRMAN. It is not necessary to have \$250,000?

Mr. J. K. TAYLOR. Yes; to carry forward the interior finish.

Mr. SMITH. I understand you have enough to cover the contract now made?

Mr. J. K. TAYLOR. No; we need \$250,000 to cover it and carry it forward. We have contracted for more than we have actual cash for.

Mr. TAYLOR. Do you strike out these words in between the brackets, Mr. Taylor?

Mr. J. K. TAYLOR. Yes; that is already done.

Mr. SULLIVAN. You have sold it?

Mr. J. K. TAYLOR. Yes; to the city of Providence.

Mr. SMITH. That did not make the money available, did it?

Mr. J. K. TAYLOR. No, sir; that was turned into the Treasury.

## ROME, GA.

The CHAIRMAN. "Rome, Ga." When does that contract expire?

Mr. J. K. TAYLOR. Rome, Ga., is completed and occupied. That is another Nashville case.

Mr. SULLIVAN. You are going to turn in \$5,000?

Mr. J. K. TAYLOR. We got \$5,000 on the urgent deficiency bill to close up some deficiencies, and I believe there is a small balance still of that. A balance close to \$15,000 will be turned in.

Mr. SMITH. You refer to having got something on the urgent deficiency bill. How about these estimates here?

Mr. J. K. TAYLOR. This went in in October. You see it is recommended that \$5,000 of this amount be included in the urgent deficiency bill.

Mr. SULLIVAN. There was \$20,000 remaining, and they used \$63,000.

The CHAIRMAN. A thousand dollars is all you need?

Mr. J. K. TAYLOR. I would like to be sure about that. I can tell you from the books. We do not need the money particularly, except to turn it in. The work is done.

The CHAIRMAN. You do not need the money except to exhaust the authorization?

Mr. J. K. TAYLOR. Yes; and to turn the money back into the Treasury.

Mr. SMITH. It seems to me economical, then, to appropriate it, considering the Baltimore experience.

Mr. J. K. TAYLOR. It can be accomplished in another way. You gentlemen can legislate it out of existence.

The CHAIRMAN. We can reduce the limit of cost.

Mr. SMITH. That is subject to a point of order, but this is not.

Mr. TAYLOR. You better take this plan.

Mr. J. K. TAYLOR. In the case of Rome, Ga., it might be well, because I understand the Representative of that district is after another appropriation to put an addition to that building.

The CHAIRMAN. Is not the building of sufficient size for the needs of the Government?

Mr. J. K. TAYLOR. It does not seem to be.

The CHAIRMAN. You are now stating that from the standpoint of the member or of the Government?

Mr. J. K. TAYLOR. Simply from the standpoint of the member. I do not know anything about it personally. I simply have his statement for it.

TREASURY DEPARTMENT,  
Washington, April 11, 1906.

The CHAIRMAN COMMITTEE ON APPROPRIATIONS,  
House of Representatives, United States.

SIR: Referring to the United States post-office building at Rome, Ga., I have the honor to state that no further appropriation from the balance of \$15,000 under the present limit of cost is necessary for the completion of the work.

Respectfully,

J. K. TAYLOR,  
Supervising Architect.

SAN FRANCISCO, CAL.

The CHAIRMAN. On page 11, "San Francisco custom-house."

Mr. J. K. TAYLOR. You can deduct \$450,000 from that, reducing the appropriation to \$500,000.

Mr. SULLIVAN. When does that expire?

Mr. J. K. TAYLOR. That expires December 1, 1907.

Mr. TAYLOR. What about that additional amount, Mr. Taylor, in the supplemental estimate for power and light at the new custom-house building at San Francisco?

Mr. J. K. TAYLOR. That is simply a provision that we want incorporated. I am glad you speak of that, because I did not remember it. That is a provision to allow us to use a portion of this appropriation to put the electric-light plant in the appraiser's warehouse, rather than in the custom-house itself, as there is no basement in the custom-house and we have got to put it in the other to carry the power and light across.

Mr. TAYLOR. That simply asks authority to use the allowance already made?

Mr. J. K. TAYLOR. Yes.

The CHAIRMAN. Your recommendation is to incorporate in the bill the language you submit in Document No. 411, which reads as follows:

San Francisco, California, custom-house: That the appropriation heretofore made, or which may be hereafter made for the construction of the custom-house, and so forth—

Why do you put "and so forth" in?

Mr. J. K. TAYLOR. It carries the rest of the language for that item in the appropriation act.

Mr. SMITH. That is a provision of the title.

The CHAIRMAN (continuing). "Are hereby made available for installing in the building appliances, light, heat, and so forth." This is the power, light, and heat for the custom-house building which was included in the original cost?

Mr. J. K. TAYLOR. Yes. It will go across the alley instead of in the building itself.

#### SARATOGA SPRINGS, N. Y.

The CHAIRMAN. "Saratoga Springs, N. Y., post-office." You make no estimate for that?

Mr. J. K. TAYLOR. No, sir; not having a site there yet, we make no estimate for that.

Mr. SULLIVAN. No site there?

Mr. J. K. TAYLOR. No, sir.

Mr. SULLIVAN. What do these appropriations mean?

Mr. J. K. TAYLOR. They were holding them up until they could get enough money to buy a site.

Mr. SULLIVAN. They have \$90,000 for site and building, and now they have \$60,000 actually appropriated out of the \$90,000?

Mr. J. K. TAYLOR. Yes. First they authorized a site at \$15,000. We could not touch a site outside of \$35,000. The sites have now gone up to \$40,000, and we asked for \$45,000 to buy a site.

Mr. SULLIVAN. Your site will cost about \$45,000?

Mr. J. K. TAYLOR. Yes; leaving a balance of about \$20,000 to commence work on. But when you get a site it will take you at least eight months to get it, and long before what is already appropriated has been expended—

Mr. SULLIVAN. It will take eight months on account of the peculiar circumstances of this case?

Mr. J. K. TAYLOR. No, sir; not on account of peculiar circumstances, but the site has to be selected first and then turned over to the district attorney, who has to pass upon the title, and then it has to be turned over to the Attorney-General, who has to pass upon the title, and that takes usually about eight months' time.

The CHAIRMAN. Does not the legislature surrender?

Mr. J. K. TAYLOR. No, sir. We have a general act of jurisdiction.

The CHAIRMAN. This is in Mr. Littauer's district?

Mr. J. K. TAYLOR. Yes.

The CHAIRMAN. And the omnibus bill, I believe, carries an increase of the limit of cost?

Mr. J. K. TAYLOR. Yes, sir.

The CHAIRMAN. But in any event you will not need any money this year?

Mr. J. K. TAYLOR. No, sir.

Mr. SULLIVAN. You say this Saratoga Springs limit is going to be raised?

Mr. J. K. TAYLOR. Yes.

Mr. SULLIVAN. Undoubtedly it is, if a site is obtained.

## SHERMAN, TEX.

Mr. J. K. TAYLOR. At Sherman, Tex., the contract expires March 1, 1907. You can cut off \$43,000. You can make it \$40,000.

## SUPERIOR, WIS.

The CHAIRMAN. "Superior, Wis."

Mr. J. K. TAYLOR. The contract expires February 15, 1907.

The CHAIRMAN. Will you need all that \$118,000?

Mr. J. K. TAYLOR. Pretty close to it. You can reduce it to \$75,000, if you want to. If we get short, we will come to you in the urgent deficiency next year. Deficiencies of that sort do not send me to the penitentiary. I can have those. [Laughter.]

## TACOMA, WASH.

Mr. TAYLOR. Tacoma, Wash. What are you going to do with that?

The CHAIRMAN. Nothing is asked for.

Mr. J. K. TAYLOR. There has never been money enough to build a building to accommodate all the officials.

## WHEELING, W. VA.

The CHAIRMAN. Wheeling, W. Va.

Mr. J. K. TAYLOR. The contract expires March 7, 1907. You can cut \$30,000 off of that.

## WINSTON, N. C.

The CHAIRMAN. Winston, N. C.

Mr. J. K. TAYLOR. The contract expires February 15, 1907.

The CHAIRMAN. I do not suppose you will need it.

Mr. J. K. TAYLOR. I do not suppose we will. You can leave it out altogether. In all those small amounts we put them all in.

## REPAIRS AND PRESERVATION OF PUBLIC BUILDINGS.

The CHAIRMAN. The last item on page 13 is yours, is it not? Repairs and preservation of public buildings.

Mr. J. K. TAYLOR. Yes, sir.

The CHAIRMAN. What is the necessity of inserting new language here—the words “and improvements?”

Mr. J. K. TAYLOR. It was to cover the Comptroller's decision, in order to make changes in the construction of the interior of these buildings.

Mr. SMITH. Why do you ask a raise here from \$40,000 to \$50,000 for employment of assistants outside the District of Columbia, superintendents and others, including mechanical labor force, and so forth?

Mr. J. K. TAYLOR. We have asked in all those 10 per cent.

Mr. TAYLOR. That is not 10 per cent. That is over 20 per cent; 25 per cent.

Mr. SMITH. You did not get 10 per cent last year?

Mr. J. K. TAYLOR. No; I know we did not. We needed it.

Mr. SMITH. I would like to know, Mr. Taylor, how this appropriation of \$450,000 has been absorbed in the last two years; whether it has all been consumed in this way or whether there has been any balance left?

Mr. J. K. TAYLOR. There has never been a dollar's balance left of that.

Mr. SMITH. You always have to quit allowing repairs and improvements because of the money being exhausted?

Mr. J. K. TAYLOR. Yes; always. If you have had anything to do with real estate, you can figures it very rapidly. They have nearly 600 buildings, and we had \$450,000 last year with which to take care of them. I think there are actually 538 buildings.

Mr. SMITH. What has been the total cost of those 538 buildings, aside from grounds?

Mr. J. K. TAYLOR. About \$144,000,000.

The CHAIRMAN. I see you have inserted new language here at the bottom of page 13, “and sites acquired for public buildings.”

Mr. J. K. TAYLOR. That is to cover an allowance to clean sidewalks on sites that have been acquired. There is absolutely no allowance in different towns for cleaning sites. We have 45 sites, you see, and I think in one of the bills passed we have asked for an allowance to be made to cover the cleaning of snow around it. We have to take care of those sidewalks.

Mr. SMITH. What do you call that—repair, improvement, or preservation of the site?

Mr. J. K. TAYLOR. We call that preservation of the site.

The CHAIRMAN. Why not put in language there that would express just what you mean?

Mr. J. K. TAYLOR. It is things of that sort, Mr. Tawney. You would have to put in a long clause. For instance, it is sprinkling the streets of the sites, and the cleaning of sidewalks, to protect the passers-by, and that sort of thing.

Mr. TAYLOR. You ought to have the language “of sites.” You ought to have the preposition “of” inserted, so that the language would run, “improvement of custom-houses, etc., and of sites required for public buildings.” From the language used it would apply to

the sites themselves, and would not bear the construction you put upon it. It needs the preposition "of."

Mr. SULLIVAN. Why was Sitka, Alaska, inserted in the bowels of this paragraph? That is a peculiar place.

Mr. J. K. TAYLOR. It has always been there.

Mr. SULLIVAN. Why should it not be put in the proper place in the bill? What has Sitka, Alaska, wharf to do with the preservation of public buildings?

The CHAIRMAN. That is under the jurisdiction of the Treasury Department.

Mr. J. K. TAYLOR. There is a wharf at Sitka, Alaska. It designates that wharf.

Mr. SULLIVAN. That is the only wharf that is in any Territory?

Mr. J. K. TAYLOR. Yes; except we have piers under quarantine stations in outlying possessions.

Mr. TAYLOR. I see there is a supplemental recommendation here to reduce this appropriation from \$500,000 to \$425,000.

Mr. J. K. TAYLOR. Yes; and to add \$75,000 that was taken off there to the heating, hoisting, and ventilating apparatus, making that so much more. It comes in under "Heating apparatus for public buildings"—plumbing. We have changed plumbing, which formerly came under "Repair of buildings," over to "Heating apparatus," and as that is a large item every year, we have deducted \$75,000 from the amount of "Preservation and repair" and added it to the "Heating apparatus of public buildings," so as to keep up the mechanical plant, the plumbing and heating and all that under one head and this construction under the other.

Mr. SULLIVAN. When you say "other public buildings and the grounds thereof," what does that refer to?

Mr. J. K. TAYLOR. Custom-houses, court-houses, post-offices, and other public buildings. It would include mints.

Mr. SULLIVAN. Under the rules of construction it would refer to wharves at Sitka?

Mr. J. K. TAYLOR. That is a particular thing. It has to be put in there that way. Otherwise they won't get any money. Mr. Courts will remember about that.

Mr. COURTS. We used to appropriate \$15,000 for repair of public buildings in Alaska. The Comptroller held that those buildings did not come within the benefits of this appropriation, and in order to bring it there, and in order to avoid a special appropriation to be made spasmodically, they wrote it in here, at the suggestion of the Treasury, within four or five years.

Mr. SULLIVAN. I think we had better redraft the section and put it somewhere else.

Mr. SMITH. It has rather an unfortunate effect on the cloudiness of the section.

Mr. SULLIVAN. We should redraft that section.

The CHAIRMAN. Mr. Taylor, as to the limit fixed in this paragraph with respect to compensation at \$6 a day—do you ever pay less than \$6 a day?

Mr. J. K. TAYLOR. Oh, yes. We must not exceed \$6 a day. We do not pay \$6 very often. We pay the market rates for these people in the towns where they are. For instance, plumbers, where they get \$4.50 a day as the union rate, are paid that much. Whatever the

market rates are in that town they get them. A carpenter may get \$3, and whatever market rates are, we pay them. We find out what the market rates are. All this amount is expended, by the way, for plumbers, carpenters, and that character of men, and steam fitters around the public buildings throughout the country.

The CHAIRMAN. In the care of the public buildings?

Mr. J. K. TAYLOR. Yes. They do the minor repairs around the building, and save the necessity of going to a local dealer outside to get small repairs done. Instead of that, the plumber goes up and takes care of what has to be done.

#### HEATING APPARATUS FOR PUBLIC BUILDINGS.

The CHAIRMAN. I see in the next item you have added the word "plumbing."

Mr. J. K. TAYLOR. Yes; that is, to take that out of "preservation and repair" and put it with the mechanical plant; and we have reduced this \$500,000 that we have estimated this year to \$425,000 and added that \$75,000 to the heating-apparatus appropriation to cover that plumbing work.

The CHAIRMAN. You have appropriated for this fiscal year \$450,000 for this purpose?

Mr. J. K. TAYLOR. Yes, sir.

The CHAIRMAN. Now, in the event that the committee should not increase the amount beyond the present appropriation, would you still have out of this appropriation \$75,000 to be added to the other in order to take care of the plumbing?

Mr. J. K. TAYLOR. Yes; that is the proportional amount that goes into plumbing out of that.

The CHAIRMAN. Whether the appropriation is the same or more than the current appropriation in the law?

Mr. J. K. TAYLOR. Yes; but for heaven's sake do not cut down the estimates of those things. We are adding new buildings every day, and the old buildings are getting older, and I do not see how we can keep them in order if we do not get the extra amount.

Mr. SULLIVAN. Fifty thousand dollars more, you mean, this time?

Mr. J. K. TAYLOR. Yes; that is what we ask for. You see, with the buildings we have, that is a little less than a quarter of 1 per cent.

Mr. SMITH. I thought it was a third of 1 per cent.

Mr. J. K. TAYLOR. It is between an eighth and a quarter.

The CHAIRMAN. You have no deficiency in this item of \$450,000 for the current year?

Mr. J. K. TAYLOR. We have had none, because I would not let them send it in. We could have had a deficiency as big as the original appropriation if we had carried out everything that ought to have been done.

Mr. SMITH. I have had some little experience with Mr. Taylor under this very item, and of course we all know that repairs in the public buildings, like repairs in a man's house, can be done next year or this year.

The CHAIRMAN. Yes; and they can be done extensively or can be done to a limited extent.

Mr. J. K. TAYLOR. I do not think you will find, Mr. Tawney, in going around through the buildings, that they are extensively re-



paired. Considering that the average is seven or eight hundred dollars per building throughout the country, they can not be very extensive.

The CHAIRMAN. I am not criticising the Supervising Architect's Office. I am talking more from personal experience in repairing my own house.

Mr. SULLIVAN. Has the Treasury Department found it cheaper to employ a steady force of mechanics to make the minor repairs?

Mr. J. K. TAYLOR. Yes.

Mr. SULLIVAN. Is that true of large cities like Boston and New York?

Mr. J. K. TAYLOR. Yes, sir.

Mr. SULLIVAN. Do you carry a large force in cities of that size?

Mr. J. K. TAYLOR. In New York we carry a large force. We have eight buildings there, and we carry four or five carpenters, two plumbers, and two steamfitters.

Mr. SULLIVAN. The reason I asked was that in the city of Boston we had a repair department a few years ago, which after several years' experiment they abolished, returning to the old contract system.

Mr. J. K. TAYLOR. That is all right, Mr. Sullivan, for anything over the immediate small repairs around the building. We always contract out of the fund for anything that goes probably beyond \$100 or \$150; but anything that is \$5, or \$10, or \$15 we find it better to do with the force in the building. For instance, for easing a door or fixing a lock it would cost a great deal more to bring a man in to do that than to have a man in there.

The CHAIRMAN. This force to repair public buildings in large cities is shifted from one building to another? It is not maintained for each building?

Mr. J. K. TAYLOR. Wherever we have a number of buildings in a single city we shift them around.

The CHAIRMAN. You do not have an independent force on each building?

Mr. J. K. TAYLOR. We usually keep a plumber and possibly a steamfitter and carpenter on all the big buildings.

#### VAULTS, SAFES, AND LOCKS.

The CHAIRMAN. The next item, at the bottom of page 15, is under your jurisdiction—"Vaults, safes, and locks for public buildings." I see you propose to increase the amount that may be expended for personal services.

Mr. J. K. TAYLOR. To 10 per cent. We have asked for \$60,000, and reduced it 10 per cent.

The CHAIRMAN. It is \$3,000 more than the current law.

Mr. J. K. TAYLOR. Yes; it is double the amount. We have asked for \$60,000. You remember we came to you for \$25,000 deficiency this year, which made our appropriation for this year \$65,000.

The CHAIRMAN. You had a deficiency appropriation last year of \$20,000.

Mr. J. K. TAYLOR. Yes. The appropriation for 1906 was \$40,000.

The CHAIRMAN. And a deficiency of \$25,000.

Mr. J. K. TAYLOR. Yes; that made \$65,000. We think we can get through with \$60,000 now.

Mr. SULLIVAN. Most or all of this appropriation, I suppose, is expended in repairs?

Mr. J. K. TAYLOR. No; it is expended not only in repairs, but a proportion of it; a small proportion, is expended in vaults, safes, and locks, in the purchase of safes in new buildings, and also in old, where we have to put in new safes.

The CHAIRMAN. Vaults are included in the cost of construction?

Mr. J. K. TAYLOR. Yes.

Mr. SULLIVAN. So that " vaults " here means repairs?

Mr. J. K. TAYLOR. Yes; repairs to vaults.

#### PLANS FOR PUBLIC BUILDINGS.

##### LAW AND RECORD DIVISION.

The CHAIRMAN. This next item, on page 16, is " Plans for public buildings: For books of reference, law books," etc. What occasion has your division for law books?

Mr. J. K. TAYLOR. Our law and record division has to make all the contracts for all the public buildings that are let under our office and has to pass upon all legal questions that come up under the laws that particularly govern our office. The law books we have tried to get would not exceed \$150 or \$200 in cost. They are books that refer particularly to contract work that comes under our office.

The CHAIRMAN. What law books outside of text-books on contracts do you need?

Mr. J. K. TAYLOR. There is not very much of anything to this. That would be all that would be necessary, but we can not even buy those.

The CHAIRMAN. You would not want \$200 for buying text-books on contracts?

Mr. J. K. TAYLOR. I think Mr. Wetmore in our office said all the books necessary to carry on that work completely would cost from \$100 to \$150.

The CHAIRMAN. How many law libraries are there in the Treasury Department?

Mr. J. K. TAYLOR. I have no idea.

The CHAIRMAN. Have you ever inquired?

Mr. J. K. TAYLOR. No, sir.

The CHAIRMAN. But there is a library?

Mr. J. K. TAYLOR. Yes. There is one, I know, in Solicitor's office, and one in the Comptroller's office, and I suppose the Commissioner of Internal Revenue has law books.

The CHAIRMAN. When you have questions arising in connection with contracts for public buildings, can you not call upon the Solicitor for an opinion, if it is a matter of importance?

Mr. J. K. TAYLOR. We call upon him for an official opinion in contracts. He has to approve all our contracts. He has the final approval of them, but he does not draw them. He has nothing to do with the drawing of them.

The CHAIRMAN. I understand; but when any question of law arises in your division concerning a contract, or the parties to a contract,

can you not in advance of making a contract call upon the Solicitor for an opinion on the questions involved?

Mr. J. K. TAYLOR. No; I think not. We would call on the Comptroller. He is our reference law officer.

The CHAIRMAN. He has a law library, has he not?

Mr. J. K. TAYLOR. Yes, sir.

The CHAIRMAN. And the Solicitor of the Treasury has a library?

Mr. J. K. TAYLOR. Yes.

The CHAIRMAN. And the Commissioner of Internal Revenue has?

Mr. J. K. TAYLOR. Yes; I think so.

Mr. SULLIVAN. Who makes the contracts—the contract clerk?

Mr. J. K. TAYLOR. Yes; under the supervision of the law division.

Mr. SULLIVAN. And you want these books so that he may draw the contracts so that the Solicitor will approve them?

Mr. J. K. TAYLOR. Yes.

The CHAIRMAN. These other libraries are accessible to him?

Mr. J. K. TAYLOR. Yes; to a reasonable degree they would be; but no one interested who has got much work in other lines would want a continuous chasing in on the part of some other division.

The CHAIRMAN. I know; but lawyers themselves do not have law books that relate to every subject that comes along. They are continually borrowing books.

Mr. J. K. TAYLOR. We are simply asking for books on the subjects that relate to us every day in the week.

The CHAIRMAN. How have you got along heretofore?

Mr. J. K. TAYLOR. Simply by interfering with other people's business and getting them in their places. It is a matter of simple convenience.

The CHAIRMAN. You do not increase the appropriation, the amount, for books which you propose to buy?

Mr. J. K. TAYLOR. No, sir.

The CHAIRMAN. Do you know whether the appropriation for last year has been expended?

Mr. J. K. TAYLOR. It has not.

The CHAIRMAN. How much balance have you?

Mr. J. K. TAYLOR. We have a balance—a small balance.

Mr. SULLIVAN. Is your contract clerk a member of the bar?

Mr. J. K. TAYLOR. Yes, sir.

Mr. SULLIVAN. What is the salary of your contract clerk?

Mr. J. K. TAYLOR. Two thousand dollars.

The CHAIRMAN. What effect will this bill have upon the new appropriation for plans?

Mr. J. K. TAYLOR. It will not affect us very much.

The CHAIRMAN. Will you have any balance left over this year of that appropriation?

Mr. J. K. TAYLOR. I can very frankly say that if you gentlemen will reduce that \$2,500 it will be ample for all purposes. I never could see why it should be \$4,000. It has never been expended. There has always been a balance since the time permission was given for duplication paper out of the general fund.

Mr. TAYLOR. Do you see any objection to limiting the amount that is paid out for law books to \$150?

Mr. J. K. TAYLOR. Not the slightest.

Mr. SULLIVAN. I can see an objection to raising it to that amount. I would like to see the books.

Mr. SMITH. How many men are employed in the law division?

Mr. J. K. TAYLOR. The law and record division is one division now. It formerly was two. They put all the force in the law division proper. Of men that do the law part of the work there are seven; four men who are directly engaged in that work are graduates in law and members of the bar—that is, they have their diplomas as students of law; and then there are three stenographers and clerks.

Mr. SMITH. Some of us were a little surprised the other day to find a necessity for law clerks in the office of the Surgeon-General of the Army, and we are a little more inclined to inquire as to the necessity of law clerks since then.

Mr. J. K. TAYLOR. Our office is operated under about 60 pages of laws that have been passed at intervals ever since 1860. They have never been codified or collated in any way, and in passing a subsequent law they have never gone back and looked at one that was passed, so that it is like going up the Charles River, in Massachusetts, to get around in between those two. I have sailed up the Charles River and know what it is. There is a necessity for a law clerk to keep us straight in that.

Mr. SULLIVAN. I do not see why you do not get some clerk in his leisure hours to straighten out this serpentine thing.

Mr. J. K. TAYLOR. The chief of the law division has intended ever since he has been in there to do that, but we have kept him so busy that he has not had time.

TREASURY DEPARTMENT.

Washington, April 12, 1906.

CHAIRMAN COMMITTEE ON APPROPRIATIONS.

*House of Representatives.*

SIR: Referring to your inquiry regarding the necessity for the purchase of law books for the use of the chief of the law and records division of this Office, I have the honor to state that this Office is called upon to take the initiative regarding matters of a legal character relating to titles, leases, cession of jurisdiction, taxation and assessment, branches of contract, defaulting, insolvent and bankrupt contractors and sureties, licenses, ordinances, easements, encroachments and trespasses on Federal building property, etc., in addition to the preparation of contracts aggregating many millions of dollars and the handling of questions arising in the administrative work connected therewith.

The "library," if it can be so termed, supplied for the use of the chief of the law and records division consists, generally speaking, of the Revised Statutes, the Statutes at Large, a broken set of Attorney-Generals' Opinions, a broken set of Court of Claims Reports, the decisions of the Comptroller of the Treasury, and about twenty text-books of a miscellaneous character representing the accumulation of several years, most of which are old editions, and many of which have been superseded by better publications on the same subjects.

There has been no purpose, in including in the estimates submitted an item for the purchase of law books, to make expenditures unnecessarily on that account or to endeavor to accumulate a law library; but in view of the importance of the duties performed by the chief of the law and records division of this Office and the responsibilities put upon him, it is believed that provision should be made for the purchase of such books as would constitute a small working library, and if your committee deem it necessary to place a limit upon expenditures which may be made annually on this account the Office has no objection to interpose to that course.

Respectfully,

J. K. TAYLOR,  
*Supervising Architect.*

## ELECTRICAL PROTECTION TO VAULTS.

The CHAIRMAN. The next item is at the bottom of page 16, "Electrical protection to vaults in public buildings." You add the language "for installation of burglar-alarm devices."

Mr. J. K. TAYLOR. The Comptroller has held as to the buildings in San Francisco and Indianapolis that already under the old installation of three years ago, which named specific cities in which we should install burglar protection, we have installed it in the old buildings. We afterwards tore the old buildings down, and he says we can not put it in the new buildings. Therefore we put that item in to restore this service in the new buildings.

Mr. SULLIVAN. That act here cited relates to those two buildings mentioned. I presume?

Mr. J. K. TAYLOR. Yes.

Mr. TAYLOR. Before passing that item, here is another supplemental estimate for \$25,000 more. That includes other buildings?

Mr. J. K. TAYLOR. Yes. I was going to speak of that in a minute. This was for buildings specifically authorized. There were 13 cities in that act of 1903, and \$30,000 was provided to do it, and, as I say, it was installed in the old buildings in these two cities, and after tearing down the old buildings the Comptroller says we can not restore it to the new buildings.

The CHAIRMAN. You had appropriated for this year \$20,000?

Mr. J. K. TAYLOR. Yes; we had \$20,000, which covered the original installation—that is, it covered the rental for the original installation. This \$35,000 asked for covers the cost of original installation in the two buildings and the maintenance of installations throughout the rest of the Department. For instance, the Holmes protective appliances in the Treasury Department are paid from "Vaults, safes, and locks," I think, or were originally; but now we propose to pay all of this out of this one fund. That is the reason for the increase.

Mr. TAYLOR. And the change in the language?

Mr. J. K. TAYLOR. Yes.

Mr. TAYLOR. That gets out from the limitations of the act of 1903?

Mr. J. K. TAYLOR. It does not, so far as installation goes. That act says it shall be installed in 13 cities named, but it permits us to reinstall two of those cities where we have already installed, and the Comptroller says we can not under the old act.

Mr. TAYLOR. But you have recommended to strike out the words in brackets there. If you strike out those words that strikes out the limitation of the 13 cities, so that those words ought to be left in unless you intend to leave it wide open.

Mr. J. K. TAYLOR. Yes.

The CHAIRMAN. I understand you intend not only to install this service in the two buildings you have mentioned, but to use this appropriation of \$25,000 for the installation in other public buildings throughout the country?

Mr. J. K. TAYLOR. No, sir; I think not. I think there is another appropriation of \$25,000 asked for for the installation in further buildings.

The CHAIRMAN. Is this exclusively for the installation in these two buildings?

Mr. J. K. TAYLOR. Yes; and for maintenance of all those already installed.

The CHAIRMAN. The maintenance of these two or the maintenance of others?

Mr. J. K. TAYLOR. The maintenance of the others.

The CHAIRMAN. Including these two?

Mr. J. K. TAYLOR. Yes; those two, and the maintenance of all other safes and vaults that are protected under the Government.

The CHAIRMAN. I understood you to say that this item had been heretofore carried in the appropriation for vaults, safes, and locks of public buildings?

Mr. J. K. TAYLOR. Certain of the electrical protection is carried in "vaults, safes, and locks," notably the Treasurer's office in the Treasury Department. The protection of the vault doors in the Philadelphia mint is carried in the Mint appropriation. It is a very small sum, \$365 a year, or \$1 a day. We propose to put them all into this one fund and pay them all from this one fund.

The CHAIRMAN. How much, then, would you have increased your estimate of \$60,000 for vaults, safes, and locks for public buildings if these items now carried over to the other item had been included? How much would your estimate have been above \$60,000?

Mr. J. K. TAYLOR. It would have been only a small proportion, a thousand dollars, or something like that, paid from that appropriation for vaults, safes, and locks. But the main appropriations are of larger amounts. We propose to pay them all out of one sum.

The CHAIRMAN. Then this increase of the sum for electrical protection is not due to the transfer of any part?

Mr. J. K. TAYLOR. It is a transfer of some of the protection to that, and this other installation, which is expensive.

The CHAIRMAN. What I wanted to get at was if you had taken into consideration this transfer. If not, we might reduce the sum of \$60,000.

Mr. J. K. TAYLOR. No. We had \$65,000 last year. We only ask for \$60,000 this year.

Mr. SULLIVAN. Under this act the Treasury will have authority to install and maintain burglar alarms and vaults and safes under all the buildings of the Treasury Department, wherever situated?

Mr. J. K. TAYLOR. Yes.

Mr. TAYLOR. It extends the amount from \$13,000 to \$65,000?

Mr. J. K. TAYLOR. Yes; but that would be covered also by the amount of money. We will not have money enough under this appropriation to more than maintain what we have already installed and these extra ones that we are taking into it.

Mr. SULLIVAN. But this language will allow you to take it from other appropriations in another year?

Mr. J. K. TAYLOR. Yes.

The CHAIRMAN. I see in Document No. 368 that you suggest an additional amount of \$25,000 to the \$35,000 to be used by the Secretary of the Treasury for the installation of these burglar-alarm devices in such other buildings as he may deem necessary.

Mr. J. K. TAYLOR. Yes; that is an increase of the service.

The CHAIRMAN. Has experience demonstrated the necessity of this increase?

Mr. J. K. TAYLOR. Yes; I think it has. It is a wise thing to do.

The CHAIRMAN. Has there been any loss in consequence of not having this electrical protection?

Mr. J. K. TAYLOR. I think not. But last year Congress reimbursed the internal-revenue collector at Peoria for the loss of stamps by a burglary.

The CHAIRMAN. There was no protection there?

Mr. J. K. TAYLOR. There was none then, but there is now. The barn is locked after the horse is stolen.

Mr. BROWNLOW. What was the amount of the reimbursement?

Mr. J. K. TAYLOR. I do not remember, but it was some \$10,000 or \$15,000.

The CHAIRMAN. In this electrical protection at Indianapolis and New York do you use the same material?

Mr. J. K. TAYLOR. Yes; all that is good for anything.

The CHAIRMAN. What is it?

Mr. J. K. TAYLOR. The interior of the vault is lined with wood first, and then on that is applied tin foil and over that is copper wire interlaced with an eighth or a quarter-inch mesh. That is covered with tin foil again and another coating of wood put on the inside, and that is connected with a current from the main office, which is governed by a machine inside the vault, which changes the weight of the current three times in ten minutes. In each ten minutes there are three changes of the weight of the current that is going through that entire circuit of the vault all the time.

That is the protection. You can not cut any of those wires without ringing a bell in the main office, and they are supposed to send an armed force to the building if the alarm is rung, and we are having reports made every month now to see that they do it.

TREASURY DEPARTMENT.  
Washington, April 11, 1906.

#### ELECTRICAL BURGLAR PROTECTION.

To maintain burglar-alarm systems which have been installed under authority of act of March 3, 1903, covering certain designated buildings	\$20,300
To maintain systems in the Chicago post-office, Treasury, Boston post-office, Philadelphia mint, San Francisco subtreasury and mint, and the New York subtreasury, heretofore paid from other appropriations under control of different branches of Treasury Department	7,892
For reinstalling systems in new post-offices at Indianapolis and San Francisco, not included in list of designated buildings, act of March 3, 1903	4,500
For extending above systems, if necessary, from time to time and for incidentals	2,308
	35,000
Add to extend systems to buildings which are not designated in act of March 3, 1903, or at present equipped, at the discretion of the Secretary of the Treasury	25,000
	60,000

Detailed explanation of appropriations requested for electrical burglar protection in this year's appropriation bill.

#### TELEPHONE SERVICE FOR PUBLIC BUILDINGS.

The CHAIRMAN. The next item is "For telephone service for public buildings."

Mr. J. K. TAYLOR. That is a new one that we are asking for. That is for the telephone service in connection with those three buildings—

Chicago, San Francisco, and Indianapolis. In those three buildings we have a private switchboard, a private exchange, installed in those buildings. They are now paid pro rata by each one of the Departments. For instance, they figure up what the total amount of rental is and then the custodian figures out what proportion or number of 'phones each Department has, and each Department pays its own bill, and that is turned in to the telephone company, which makes a rather bulky and unwieldy way to do the thing. This \$25,000 will cover the total rental for all three of those, and the corresponding deduction should be made for telephone service for the different Departments.

The CHAIRMAN. The switchboard is connected with the city exchange?

Mr. J. K. TAYLOR. Yes; and run by the telephone company.

The CHAIRMAN. Do you know, or do you not know, that the telephone company puts these exchanges into private and business houses?

Mr. J. K. TAYLOR. Yes; they put them in.

The CHAIRMAN. Themselves?

Mr. J. K. TAYLOR. Yes.

The CHAIRMAN. Do you know how the cost compares with the cost paid by private institutions?

Mr. J. K. TAYLOR. It is a trifle less.

The CHAIRMAN. That the Government pays?

Mr. J. K. TAYLOR. Yes; and it is less than the Government pays for a single phone.

The CHAIRMAN. What does the Government pay for a phone or drop?

Mr. J. K. TAYLOR. It varies in different places. In Chicago it started out at about \$45.75 a year, and it has come down now to about \$44 on account of the additional phones put in there.

The CHAIRMAN. That is \$44 a year for each individual phone?

Mr. J. K. TAYLOR. Yes.

The CHAIRMAN. Do you know how many there are in the Chicago post-office?

Mr. J. K. TAYLOR. Some 300 with the extensions.

The CHAIRMAN. Are they all single lines?

Mr. J. K. TAYLOR. No; they are like any switch board. Each room is wired for itself. The building is all wired for telephone service.

The CHAIRMAN. I understand; but does the city exchange give each office a separate, independent line?

Mr. J. K. TAYLOR. Oh, no. There is carried into the building of the central 12 trunk lines, which are distributed—6 going out and 6 coming in. When a phone is rung from office, say, No. 406, it goes to the main central, and that is put on a trunk line that is vacant at that time, not carrying messages. These big trunk lines are carrying all the messages out and in.

The CHAIRMAN. Those big trunk lines consist of cables 200, 300, and 400 pair cables?

Mr. J. K. TAYLOR. Yes.

The CHAIRMAN. What I wanted to get at was whether each office had a separate wire in that cable independent of any other, or whether they were all on party lines.



Mr. J. K. TAYLOR. They are on what you might call party lines.

The CHAIRMAN. Then they are charging too much.

Mr. SMITH. That is not the same as a party line. His statement of it does not correspond with a party line.

The CHAIRMAN. Here in this city you can get an independent line directly connected with the exchange, with nobody else on, for \$5 a month. If you have another person on, the price is less \$3 or \$4. The price is reduced in proportion to the number of people on the line.

Mr. J. K. TAYLOR. This is practically the same thing. There is never anybody on the line that you are on in those buildings.

The CHAIRMAN. They can not get on if it is independent?

Mr. J. K. TAYLOR. No; you are right on the central switchboard in the building, and when you are connected on the trunk line nobody else can get on. They do not put anybody else on that line. You have got a private phone, just as much so as if you had a single wire running into your house.

Mr. SMITH. All those on a party line connect with the main line without passing through the exchange, so that everybody can hear what is going on the line—

Mr. SULLIVAN. And only one person can talk at a time?

Mr. SMITH. Yes; by this system everybody has a separate line to the substation, a separate and distinct line.

The CHAIRMAN. That is what I wanted to get at. The price seemed to be exorbitant at \$44 a year, where the Government was taking 300 phones in the same building.

Mr. J. K. TAYLOR. In this connection, Mr. Chairman, there is another letter from us suggesting that all telephone service under the Government be put into one fund and paid out of one fund.

The CHAIRMAN. In the city here?

Mr. J. K. TAYLOR. No; everywhere, except in the city here.

Mr. TAYLOR. All outside of the District of Columbia?

Mr. J. K. TAYLOR. All the telephone service put under one appropriation, rather than have it paid for by each individual Department.

Mr. SULLIVAN. And have one man in charge and responsible for the whole thing?

The CHAIRMAN. Responsible for the whole appropriation?

Mr. TAYLOR. Yes.

The CHAIRMAN. I think, perhaps, better contracts could be made that way.

Mr. J. K. TAYLOR. I was going to say, in that connection, that if that appeals to the committee at all, I should like to have an allowance made for the use of a thousand dollars of that to investigate those points. We have had to take our custodian's say so. We have had no fund to send anybody to look into the matter. I would like to send some one to investigate the matter and get the best rates and the best plans. For instance, the man who suggested this to me says:

In the Chicago post-office and court-house there is a large system, the trunk lines being in proportion to those originally proposed by the telephone company when they contemplated the installation of a larger number of telephones. The company have since installed additional trunk lines and now want the Government to pay for them. The office took the matter up with the custodian, who referred it to Inspector Chappell, and the report received is not sufficiently definite on which to base intelligent action.

The man does not know what we want. In other words, he is not an expert in telephone work. What we want to do is to send a man who makes a study of that and get the best system at the cheapest rates.

The CHAIRMAN. Can you give the committee any data to show what the cost of telephone service is at these outside places?

Mr. J. K. TAYLOR. Yes, sir. We have submitted an estimate of \$120,000 to cover the whole thing, and in order to arrive at that we must get the cost of it throughout the country. I know we wrote a number of letters to different places to get that information.

The CHAIRMAN. In letting contracts for this service where there is competition between telephone companies, does the Government avail itself of the benefit of that competition, or does it simply take the contract with the Bell people?

Mr. J. K. TAYLOR. We take it with both.

The CHAIRMAN. Both services?

Mr. J. K. TAYLOR. Yes; we have both services at Indianapolis. Both services are contemplated at St. Louis, I think also at Salt Lake. We find some of the officials use one, and some use the other, and we had to put in both. At least their business makes them do it.

The CHAIRMAN. Is this service maintained at the large post-offices for the convenience of the offices in connection with business houses in the city?

Mr. J. K. TAYLOR. No, sir; it is the business offices themselves in communicating with the offices in the building itself, as well as with the outside.

The CHAIRMAN. What is the necessity for the service, then?

Mr. J. K. TAYLOR. The customs department, for instance, has to have connection with the business houses outside.

The CHAIRMAN. I know; but in cities where they have two exchanges every business has both inside and outside; but the Government of the United States, it seems to me, should be accommodated with one service.

Mr. J. K. TAYLOR. That is one of the things we want to investigate. The officials themselves say, "No; we can not get along with one."

The CHAIRMAN. When the appropriation is made, you want the appropriation so drawn that you can use \$1,000 for investigation?

Mr. J. K. TAYLOR. Yes.

Mr. TAYLOR. To what do the words "telephone service" apply?

Mr. J. K. TAYLOR. To everything connected with the telephone service in the buildings—operators, insulations, switchboard, and rentals of the telephone, and the entire cost and connections of the telephone service.

TREASURY DEPARTMENT,  
Washington, April 13, 1906.

HON. JAMES A. TAWNEY,

*Chairman Committee on Appropriations, House of Representatives.*

DEAR SIR: I beg leave to submit the following for your information in connection with the estimate of \$160,000 submitted to-day by the honorable Secretary of the Treasury for an appropriation for telephone service in Government buildings.

As you are aware, there is no single fund available for all telephone service in Government buildings. The practice in vogue is that each official is allowed a certain sum for this service from some appropriation under the control of

the office or bureau to which he is attached. This is the method pursued by all the Executive Departments, and it is not the most satisfactory or economical arrangement. I may add in this connection that the Attorney-General in a letter of September 6th last complained of it to the Secretary of the Treasury, and requested that the Treasury Department endeavor to secure an appropriation which would cover all the service.

In many of the buildings private branch exchange systems with local switchboards could be installed, if the matter was controlled by some one branch of the Government, giving the various officials in the building direct communication with each other, and also with the telephone company's central exchange.

Under the present conditions this is not practicable, there being so many appropriations involved and so many officials authorizing the expenditures. The result is that the telephones are installed independent of each other, with not as good service, and at a greater cost than if they were united.

I may cite the New York court-house and post-office building, where there are three switchboards independent of each other and all operated by the New York Telephone Company. In the Cincinnati custom-house and post-office, a building of much magnitude, there is no switchboard. Neither are there any switchboards in the St. Paul buildings, while there are 40 telephones installed in the various offices. In the Philadelphia post-office and court-house building, the post-office has a switch board, but all the other offices with their 32 telephones are connected direct with the companies' central exchanges. This is the case in quite a number of the large buildings.

There are also about 50 buildings in which there are no telephone connections whatever. The custodian of the Federal building at Bristol, R. I., in which the custom-house and post-office are located, reports that they have a great many inquiries over the telephone, and as there is no connection in the building they have to depend upon the courtesy of their neighbors.

Also in quite a number of other buildings certain of the Government officials are compelled to pay for their service from their private funds, for the reason that the appropriations are inadequate.

This matter has been pretty thoroughly canvassed, and the estimate submitted is based upon the actual cost of the telephone service now furnished to offices in buildings under the control of the Department, so far as it can be determined. It was found, on further investigation, that the estimate originally submitted was not sufficient to provide for connecting the main buildings in the larger cities with the post-office substations, etc., and \$15,000 has been added on that account.

If the appropriation is made in the sum requested, it is the intention in all the larger buildings to have these private exchange systems installed connecting the various offices in the building and where necessary, also, to connect direct with the main building the post-office substations, customs stations, railway mail stations, etc., in order that all the Government officials may be in close touch with each other. This can be accomplished at less cost than is at present paid for the inferior service. It is also desired to so distribute the telephones in the smaller buildings as to make them available for use by all the officials.

Respectfully,

J. K. TAYLOR, *Supervising Architect.*

TREASURY DEPARTMENT,

Washington, April 19, 1906.

Hon. JAMES A. TAWNEY,

*Chairman, Committee on Appropriations, House of Representatives.*

SIR: In reply to inquiry contained in your letter of the 17th instant, I have the honor to state that, based on information received in response to a circular sent to the various buildings under the control of this Department, it is estimated that the total amount now being expended per annum for telephone service in and connected with these buildings is \$170,058. This is believed to be approximately correct.

It is believed that with economical administration the entire service can be provided for within the \$160,000 requested, if the matter is handled entirely by some one official of the Government.

Respectfully,

J. K. TAYLOR,  
*Supervising Architect.*

THURSDAY, *April 26, 1906.*

NEW YORK CITY, REPAIR OF COURT-HOUSE AND POST-OFFICE.

STATEMENT OF MR. W. R. WILLCOX, POSTMASTER, AND MR. ALFRED B. FRY, CHIEF ENGINEER OF TREASURY DEPARTMENT, NEW YORK CITY, N. Y.

The CHAIRMAN. Mr. Willcox, you desire to be heard with reference to House bill 18086, making appropriations for the repair of the court-house and post-office building at New York City, N. Y., and the sidewalks surrounding the same?

Mr. WILLCOX. These estimates were prepared by Chief Engineer Fry, representing the Treasury Department. We had several conferences, or many conferences regarding the various items that have finally been incorporated into this bill; and in order to avoid repetition I would ask that you hear Chief Engineer Fry on these items. While I am thoroughly familiar with them, yet I know that he can give better expression than I can upon the subject.

The CHAIRMAN. You are chief engineer of the Treasury Department?

Mr. FRY. Chief engineer and superintendent of construction and of maintenance and repair under the Treasury Department and the Department of Commerce and Labor for the ports of New York and Newark.

SIDEWALK.

The CHAIRMAN. The first item in this bill is, "For a new sidewalk covering the entire area about the building, \$15,000."

Mr. FRY. That is asked for because the present sidewalk does not conform to the present grades and lands as laid down by the city. It was installed in 1875. It has frequently been altered, patched, and repaired; it is unsightly; it is composed of a species of granolithic compound that becomes exceedingly slippery in slippery weather, and moreover presents a very discreditable appearance and out of keeping with the big building, being of various colors and various qualities on the surface.

The CHAIRMAN. What are the dimensions?

Mr. FRY. Roughly speaking, the building is over all 296 feet by about 260 feet on the base. The building is triangular in form.

The CHAIRMAN. What is the length of the sidewalk?

Mr. FRY. The total number of square feet in the walk is approximately 15,000 square feet.

The CHAIRMAN. What material do you contemplate constructing the walk of?

Mr. FRY. We will renew the foundation and put in a more modern, improved, granolithic walk.

The CHAIRMAN. How many square feet?

Mr. FRY. If we have to remove the foundation, and including the necessary repairs to the ironwork beneath, we would have to allow about \$1 a foot for that work, if we have to renew the entire line. Of course money not expended would not be used, but if we have to

remove the iron beams beneath the walk we should probably allow \$1 a square foot.

Mr. SULLIVAN. How much for the walk itself?

Mr. FRY. About 30 cents a square foot, I should say, approximately, for the walk, or five or six thousand dollars.

The CHAIRMAN. You can not determine what the character of the work beneath is, or whether it is necessary to construct a new foundation?

Mr. FRY. We can only reason inferentially about that. We have found considerable settlement in the granite supports of the portico along the south end, and we infer from that that there has been some scaling of the iron, and corrosion.

The CHAIRMAN. What is the difference in grade between this walk and the adjoining walk?

Mr. FRY. It is in some places from 2 to 2½ inches higher, and in other places 3 or 4 inches lower, than the grades fixed by the city for that walk.

The CHAIRMAN. At the places where these walks connect with the adjoining walks is there any difference?

Mr. FRY. No, sir; we are practically situated on an island there. That building is triangular in shape, as you may recollect.

The CHAIRMAN. There are no connecting walks?

Mr. FRY. No. It is fair to state that this improvement is asked for more as a matter of appearance and more as a matter of decency and to make it more in keeping with the other large private buildings in New York than as a matter of actual vital necessity.

#### RESURFACING STONework OF BUILDING.

The CHAIRMAN. The next item is for the resurfacing of and repairs to the stonework of the building, \$18,000. Please state the condition of the building.

Mr. FRY. The building is, in the main, granite. The outside portion of it was completed about 1873 to 1875. It has been once partly cleaned with acid, when the joints in the stone were pointed. The stone is very much discolored, very dirty in some places, and in some places streaked by the iron in the cement, or what iron may have been contained in the granite. The lower portion of it has been outrageously defaced, and this estimate contemplates the resurfacing of the lower courses of the building up to the height of from 6 feet 6 inches to about 7 feet, so that it can not be readily defaced and marred as it is at present. And they have also sand blasted the outside of the building. I want to say that I appreciate the dignity that age gives to old buildings; for instance, the subtreasury at New York is not covered with dirt, but it has become time stained, and presents a venerable appearance. The New York post-office I don't think has ever been cleaned so that it has a uniform appearance throughout. I do not believe in overcleaning, but I do think, considering the prominence of that building, and considering the fact that it is viewed by thousands of foreigners yearly and hundreds of thousands of New Yorkers daily, it is not unbecoming to ask for sufficient money to put it in condition so that it will present a proper appearance.

The CHAIRMAN. What was the process used in cleaning the Treasury building?

Mr. FRY. Sand blast.

The CHAIRMAN. I thought the sand blast proved a failure, and that they had to resort to some other process.

Mr. FRY. When I was down here they were sand blasting it. The present system of sand blast is now, and has been during the past few years, successfully used on a number of buildings in New York, notably, for example, the Drexel Building, on Wall street, a white marble building, which was very dirty and very much discolored.

Mr. SMITH. They abandoned the sand blast on the Treasury building, as I understand it, and substituted some sort of a chemical process.

Mr. FRY. I understood they were using it.

The CHAIRMAN. They started a sand blast, and it proved to be a failure, as I now recall it. There was some employee who invented an acid process, and they went all over the building, so that its present appearance is the result of the use of that process. I think if you will inquire of the Secretary of the Treasury you will find that that is the fact—that the sand blast was not satisfactory, and that they were obliged to resort to this other process, invented by some one in the Department, I understand.

How do you arrive at the amount estimated for this work?

Mr. FRY. By taking what has been paid for similar work on other buildings, municipal buildings and various private buildings. And as regards the stonecutting, by actual estimate; that is, as regards the rock facing of the lower courses, by actual estimate from measurements and getting actual estimates from stonecutters as to what it will take.

The CHAIRMAN. How much do you estimate for that part of the work—that is, the refacing?

Mr. FRY. The rock facing alone, as I recall that portion of the estimate, was about \$7,500. A good deal of it is very difficult of access, being in recesses, etc. May I be permitted to say that the lower portion is rock faced and the upper portion left in its present condition?

The CHAIRMAN. I understand that. I just wanted to know the relative cost of the rock facing.

Mr. FRY. May I be permitted to say that the sidewalk idea is put in more with reference to the appearance of the building and more with reference to consideration of its improved uses, than because of any necessity for either repairs or preservation?

#### INSTALLATION OF ELECTRIC ELEVATORS.

The CHAIRMAN. The third item is "For the installation of an electric passenger elevator and its approaches, to replace freight elevator on the Broadway side of the building, \$10,000."

Mr. FRY. The position of the building and the elevator service is exceedingly peculiar. Facing to the south—that is, the form of the building [indicating on blueprint plan]—this being the north front, and the building being as previously stated practically on an island of its own. Now, as originally, the building has for passenger serv-

ice two elevators, one located here in the northeast tower and one in the northwest tower. As soon as the building began to be occupied, it evidently became apparent that that was absurd, especially as these elevators reach only from the street floor to the fourth story, not reaching the fifth or top story of the building. Accordingly the Department, through the courtesy of Congress, which in its wisdom made an additional appropriation, installed two small passenger elevators at the front end, shown here [indicating]. Those elevators were made as large as structural conditions permitted. It will be recalled when that building was built the steel frame was not used at all. The framing was iron, and practically all of it was gotten out in a special order, so that the framing, instead of being standard, is almost a hodgepodge, so that to increase the number of elevators here [indicating] would necessitate the entire reconstruction of all the framework and these floors. Moreover, the post-office service practically covers, one may say, excepting the corridors, the whole of the first floor. It is obvious that to attempt to increase the number of elevators here would not only cause an enormous expense, by reason of the reconstruction on each floor, but you could give no adequate access on the ground floor without cramping the quarters of the post-office. Therefore what we have done recently, under our routine appropriations, was to take this old steam freight elevator out from this tower on the Park Row side, and substitute for it a modern electric freight elevator, which is to some extent used for passenger service by post-office employees only. These mail lifts are used to handle mail only from the post-office basement to the post-office proper.

The CHAIRMAN. From the basement to the ground floor.

Mr. FRY. Precisely. They are available as mail lifts only. This item contemplates the removal of the steam machinery, which is of an antiquated pattern and entirely unfitted both by lack of speed and lack of safety devices for passenger purposes. We propose to install a modern elevator in this shaft. That shaft has the advantage that no other elevator in the building has, because it gives access from every floor and from the subbasement, where a very large steam and electric plant is located, up to the top story, where at the present time, from the efforts of the present postmaster, this part of the building is now available for post-office uses, being now occupied by the money-order department and to be occupied by the inspectors for examination rooms, for dead-letter service, for inquiry rooms, and the money-order offices—that is, the clerical force of the money-order service. Hence it becomes obviously necessary, since there are 200 employees in that story, to provide some method for getting the passengers up and down.

The CHAIRMAN. It is essential in the operation of the building and the working of your office.

Mr. WILLCOX. Let me just say that we put this extra number of people on the top floor—about 200—which necessitates not only their going up in the morning and down at night, but, unfortunately, our money-order division is divided, and some of these employees have to go down two or three times in the day to the other departments, it being absolutely necessary under our arrangement. I will not go into the details of explaining it, but we need rapid communi-

cation between those places, and we lose a good deal of time now by not having elevator service.

The CHAIRMAN. There is no other elevator that reaches that floor?

Mr. WILLCOX. Excepting away over at the other end—the two elevators at the south end. That is crowded by the people who come up to use the money-order and registry division, and these rooms that we have opened up are on the north corridor.

Mr. FRY. The south elevators do not reach the basement where they handle the second-class matter.

The CHAIRMAN. What is the distance from the elevator on the south end, which you say the patrons of the post-office use, back to the money-order division?

Mr. FRY. About 160 feet, as they have to walk it. Moreover, the south elevators, as I say, do not reach to the lowest story occupied by the Post-Office Department, which is the basement.

I would like to strike out that application for an electric passenger elevator—that is, the term “electric,” for this reason: It is the desire of the Treasury Department to install, where experiments can be made with it, as regards economy (not experiments as regards safety or commercial use, because that has been determined already by many large installations, but experiments as regards economy), the plunger elevator, there being now competition between two or more firms. And it is the desire of the Supervising Architect's Office, if we get the authority, to install this elevator with plunger machinery and electric-driven pumps, in order to compare the cost of operation of that for future development and consideration with the cost of operating the direct-driven elevators, which we have a number of in the District. So, with your permission and with the approval of the postmaster, I would like to eliminate the word “electric” in that request. We propose to add, and undoubtedly shall have to do so if the courts increase their business there, one court room, and we shall have to better the whole elevator situation in that building.

We have considered the replacing of these two very old and very large passenger elevators in these two towers, the northeast and northwest towers, but we have not been able to give it serious consideration, because the roof construction is not strong enough to carry any overhead elevator gear above the fourth floor, and because we have large tanks which we would have to install and support elsewhere, and which the roof could not carry elsewhere without expensive changes. If, on the other hand—and assuming that Congress grants the authority—we install the plunger elevator in here, and that operates properly, we then could do away with the present old-fashioned elevator, with its chains, counterbalances, and old elevator gear, in the installation of this modern plunger machine. Very likely that will also prove serviceable in other buildings where the roofs are very light. So I say that we wish to strike out this word “electric,” this plan for a plunger elevator having come up since.

The CHAIRMAN. The next item is for extension of mailing platform on north front of the building, including such grading as appears needful to Mail street, within Government lines, \$20,000.

Mr. FRY. The location of the building, as I previously stated, is practically on a triangular island. This is Broadway [indicating]: this is the square formed by the junction of Broadway and Park



Place. This is Park Row, and here is Mail street across here. This reservation differs from a good many Government reservations in the large cities in that the Government holds actual ownership out to the sidewalk line on two sides, here and here [indicating]. We have a right to add 17 of the 10 inches, if your wisdom gives us the money, to this mailing platform, and we have a right to go out 7 feet north.

The CHAIRMAN. Is it necessary in the transaction of the business of your office?

Mr. FRY. Of course I am an engineer and not a post-office official, but I should judge from the tremendous congestion of mail wagons there every morning and afternoon, and especially during bad weather and during the holidays, that there is no question about the necessity of that from a post-office standpoint. I think the postmaster can state the necessity for that very much more clearly than I can.

Mr. WILLCOX. I did not bring any figures on that, because we are so terribly crowded. We have been trying to figure out some way by which this congestion could be relieved. We have so much second-class matter to send to Station H, that since I have been postmaster I have tried to get publishers of large publications to take their matter direct to the railroad stations, and have succeeded in one or two instances. "Colliers" take their material to the railway station at quite an additional cost to them. But the fact remains that an enormous amount in tonnage of second-class matter is brought down to the post-office to be mailed, and one of the things that we try to do when it is brought there is to put it on the platform instead of taking it into the building, where we are so greatly cramped for space. We at once unload it on the platform and there it is loaded onto the wagons.

The CHAIRMAN. It does not go into the office at all?

Mr. WILLCOX. No.

The CHAIRMAN. That is, your present appliances could handle more mail if you had this extension?

Mr. WILLCOX. It would enable us to handle the matter quicker and better. It would not add to the force. We need the space to relieve the congestion.

Mr. SULLIVAN. Do you separate mail on that platform?

Mr. WILLCOX. Not at all. This is the heavy bag mail that will be relieved largely; the tons of mail, the dray loads that come down there of second-class matter. I should have brought along some figures to give you an idea of the daily tonnage that comes there to be rehandled.

Mr. SULLIVAN. This would accommodate the mail that you do not have to pass through the office?

Mr. WILLCOX. I am talking now of only one feature of the congestion. Of course the enormous amount of first-class mail that we handle—the whole thing—tends to make this congestion; but I am figuring now on one of the principal features of the trouble, namely, the enormous amount of second-class matter turned onto the platform, and loaded from the platform into our wagons to be taken to the station.

Mr. TAYLOR. Where is it weighed?

Mr. WILLCOX. It is weighed on the platform, on the platform scales.

## RAISING VAULT LIGHTS UNDER PORTICO.

The CHAIRMAN. The next item is "For raising vault lights under portico outside of main entrance, southern end, and such changes in grade of said lights as will cause the grade to be away from the building, \$800." Explain the necessity for that.

Mr. FRY. The conditions there are peculiar. Let us assume that that is the main wall of the building, and this arch represents the main portico [indicating]. It is as though this floor had settled backward toward the front of the building from an inch and one-eighth to an inch and one-half. The result is that in rainy weather you walk into a pool of water from an inch to an inch and a half in depth in getting into the south entrance.

It is a little uncertain what the condition of that old-fashioned ironwork is, and it is difficult to determine whether that is the result of the settlement of the foundations or whether it is due to the rusting off of the ends of the beams themselves, or the webs, rather.

The CHAIRMAN. Has this accumulation of water any deleterious effect on the foundation?

Mr. FRY. No, sir; it can not run anywhere. It settles there until the laborers come in and sweep it away after each rain. It is disagreeable to walk through it.

The item is small. It was put in there because it illustrated the need of asking an entire reconstruction of the sidewalk, although, if desired, we could obtain that authority from the ordinary appropriations.

## ASH ELEVATOR AND CONVEYORS.

The CHAIRMAN. The next item is "For system of ash elevator and conveyors on the Broadway side, \$5,500."

Mr. FRY. If I might be permitted to read from my report on that. I would say that the east end of the north mailing platform is used for from an hour and a half to two and one-half hours daily by ash teams and laborers getting out ashes from the large steam plant of the building. This process interferes with access to the north platform by parties transacting mailing business there, and also interferes with the clerks handling the mails on the platform, and the wagons calling for and delivering mail. Moreover, getting out ashes by this method from the subbasement in cans is very slow, exceedingly laborious, and a very dirty process.

An adequate modern system of ash elevator and conveyors can be installed at a convenient point on the Broadway side of the building, where no valuable space will be taken, and in a position that will not interfere with the customary use of Broadway or any material part of the sidewalk while ashes are being hoisted and delivered.

The east end, here, is where one ash lift is situated. It is just such as may be found in any United States Government building, connecting with the pneumatic plant, 14 horsepower. We burn there from 20 to 26 tons of coal per day, and we get out from  $1\frac{1}{2}$  to  $2\frac{1}{2}$  tons of ashes per day, according to the quality of coal furnished.

All those ashes have to be hoisted by one of these machines. It blocks off 20 feet of this very much used eastern-end platform. It is a nuisance to the post-office people, and it results often in a great deal of friction between the men serving under me and those serving

under the post-office. For that reason a special request was made for the installation of an ash hoist and a conveyor ash system, such as exists now in almost all modern ash plants, to convey the ashes away by a tram and trolley and carry them to a point not very much used on the Broadway side and hoist them out by chute into the wagons early in the morning, when they would not block Broadway or the cars. We have them in stores over in New York, and they have proven to be very satisfactory.

#### ESCALATOR AND INSTALLATION OF STORM SASH.

The CHAIRMAN. The next item is "For escalator from fourth to fifth floor, \$16,000;" and the next, "storm sash, \$2,500."

Mr. FRY. The necessity for that is that that building was originally completed with hard-wood sash. It has shrunk and warped considerably during the last twenty-five years, and the building on the northwest side not being cut off by high buildings from the northwest winds coming from the river, it is found necessary now either to put in an entire new set of sash on the northwest side or else a new storm sash. We feel that the appropriations for public buildings have increased so much that it is not well to load up the expenses on the structure.

The CHAIRMAN. Would this be outside storm sash?

Mr. FRY. Yes, sir; to be taken away during the summer months.

The CHAIRMAN. Have you ever tried storm windows?

Mr. FRY. I personally would not have them in my office. I am personally opposed to them, but I think the judges clamor for them. I believe they do. They would be used outside the existing sash; that is, the sash that we would put on in the winter. It would consist of a frame.

The CHAIRMAN. A closed sash?

Mr. FRY. Yes, sir.

The CHAIRMAN. That is what we call storm window in the Northwest, where I live.

#### INSTALLATION OF TOILET ROOMS.

The next item is "For installation of toilet rooms, \$4,500."

Mr. FRY. May I be permitted to read something that I have written down here, because we have boiled it down more closely than I can give it to you orally?

The CHAIRMAN. Certainly; go on.

Mr. FRY. The toilet facilities available in this building are entirely inadequate to meet the wants of the large number of post-office and court employees occupying the rooms above the gallery floor. For instance, on the fifth floor, when present alterations are completed, there will be over 200 men. There are available only eight toilet fixtures. It is proposed to install a women's toilet room on the second floor, having four fixtures and slop sink, also three wash basins, a small private toilet room adjacent to room 15, with one fixture and one wash basin for the Auditor's use, and a women's toilet room on the fifth floor, generally similar to that proposed for the second floor. There is now no women's toilet on the fifth floor at all, although there are a number of women employees up there belonging to the courts.

The CHAIRMAN. What is the number of toilets you have in that building?

Mr. FRY. I should say offhand there are something over 70 fixtures, including those available for public use. The total number of permanent occupants of that building, I should say, is about 1,400.

Mr. WILLCOX. And besides those, then, there are the carriers—

Mr. FRY. Yes; and obviously there must be a certain number of available toilet fixtures for the use of the courts.

Mr. WILLCOX. And there is a lot of extra employees on the fifth floor. That is what calls this up. The rooms heretofore used as storerooms are now filled with clerks.

#### RENEWAL OF ELECTRIC WIRING.

The CHAIRMAN. The next and last item is "For renewal of and new electric wiring and improvements in electric wiring, \$9,500."

Mr. FRY. Up to 1897 the Government hired or purchased steam from the New York Steam Company and purchased current from the various electric companies, under competition. That cost in round numbers from \$78,000 to \$80,000 a year. In 1897 we fitted a steam and electric plant into that building, the running expenses of which rarely reached \$34,000 a year. They have averaged in the last three years \$33,000 and some dollars under. When we put that plant in we did it out of savings from the appropriation known as fuel, lights, and water. We had to repair some of that old wiring which was previously in the building. It is desirable now to renew much of that which has been in there for eleven or twelve years, some of it longer, and also to extend and rewire.

The CHAIRMAN. Does that necessity arise from the fact that you are using a stronger current?

Mr. FRY. No, sir; from the fact that the installation used twelve years ago is not so good as that used to-day, and that old wiring has many times been pieced and patched and relocated and moved according as the furniture in the room has been rearranged, and the furniture in that building has been changed three or four times a year in the last five years; and there has been an entire readjustment of this furniture, and that old wiring has been almost cut to pieces, and that it is desirable to renew.

The CHAIRMAN. Have you any additional statement to make?

Mr. WILLCOX. No, sir, Mr. Chairman. Mr. Fry has already fully covered it, and I have already trespassed too much upon your time.

The CHAIRMAN. Have you any questions to ask, gentlemen?

#### EXTENSION OF MAILING PLATFORM.

Mr. SULLIVAN. I thought you might be enlightened somewhat as to the construction and the cost of the mailing platform, the length of the addition, and the dimensions of it.

Mr. FRY. The foundation would be carried on small concrete piers, and the framing of the platform would be established on steel pillars. The column supporting the roof would be of iron, and the roof of the platform, as in the present platform, would be of copper. There has been a great increase in the cost of structural metals in New York. If we could afford copper we would prefer it, but we can use sheet

iron heavily painted instead. We installed this platform about 1899, the present platform somewhere between 1899 and the year 1900, and the new construction will be generally similar to the present platform. For the floor of the platform we would like to use maple an inch and an eighth placed on edge. At present prices I fear we can not afford such a luxury. The maple floor we had put in before had the hardest sort of wear, and has never had \$1 expended on it in repairs.

The CHAIRMAN. What material is it?

Mr. FRY. Maple, laid on edge. It is exposed to the weather and to the hardest sort of traffic. We could not afford, perhaps, a floor of that description now.

Mr. SULLIVAN. What is the area of the proposed extension?

Mr. FRY. It would be to add 7 feet to the width of the platform and 17 feet and some-odd inches, as I recollect it, on the end.

Mr. SULLIVAN. How long a surface would 7 feet increase of width add to it?

Mr. FRY. The entire length of that thing, over all, is now 132 feet.

Mr. WILLCOX. That would be lengthened by your end addition—

Mr. SULLIVAN. So that you would have 1,050 feet of surface?

Mr. FRY. Yes, sir; I find in New York, at present prices, that for any inclosed structures if you figure \$5 per square foot for modern style of brick and terra cotta construction it seems to come out very nearly, and for open construction \$3.

Mr. SULLIVAN. You call that close construction?

Mr. FRY. Yes; from the fact that we have to tie on to the existing work; and if it is desired it would be well to use copper for the roof and maple laid on edge for the floor.

Mr. SULLIVAN. For 1,050 feet length the cost of the proposed extension, as I take it, at \$5 per foot, would be \$5,250.

Mr. FRY. Yes, then, in addition to the platform work alone, this includes necessary regrading in Mail street. Mail street is in a very curious position legally. Mr. Willcox used to be park commissioner, and curiously enough he was brought up to this same question when park commissioner. The United States actually owns about 19 feet beyond the pier line on that north side, but I think it was generally agreed at that time that we could claim jurisdiction to the right of way clear to the center of the street. Now, of course if we move our platform out there 7 feet we throw out the grade of the street, because now it crowns both ways. We have to rearrange the sewers on our side and grade the streets so that all water will run toward the park, and this estimate of \$20,000 covers not only the construction of the platform itself, but, as stated here, the extension of the present mailing platform and also such grading as may prove needful to Mail street within Government lines.

The grading there is going to be very inconvenient and expensive work. It has got to be performed at night, because in the daytime we can not block that street to general traffic, and we have also got to make provision for the mail wagons. When we did that work before we did all the grading that is immediately adjacent, between the platform and the front of the building, from midnight until 5 a. m. in the morning.

Mr. SULLIVAN. How much do you estimate for the grading?

Mr. FRY. Such resurfacing as we would have to do and the grading of the street, as I remember, represented an expense something like \$15,000.

Mr. SMITH. Do you repave that street?

Mr. FRY. We did that before, because the city just lay down on us.

Mr. SMITH. The Government of the United States does not pay for the paving of any other city except New York City.

Mr. FRY. There is the fiend [jocularly indicating Mr. Willeox], who made us do it, gentlemen. [Laughter.]

Mr. WILLCOX. That was when I was park commissioner. We required that part of the street should be kept in repair by them. Now, if the Government comes in and destroys the street, which is in very good condition, I suppose they can ask us to put it in proper shape.

The CHAIRMAN. In making this extension on this present platform do you destroy the present paving?

Mr. FRY. We have to destroy the present grade of the street.

Mr. WILLCOX. It is shown on the map there, but the street runs on the park and Mail street.

Mr. SULLIVAN. Can you give us the area of that new grade?

Mr. FRY. No, sir; I can not. Asphalt, as we get it in New York, costs approximately \$3 a yard for a patch job of that description. You would have to add 25 per cent to that for overtime and difficulties of access. Call it, roughly, \$4 a yard. If you divide \$4 a yard into \$15,000, that would give you the number of square yards you would disturb. The street is a wide street, with a wide sidewalk on the side of City Hall Square.

Mr. LITTAUER. Is there one on the park side and one on the Mail street side?

Mr. FRY. No, sir. We abolished the one on the park side before. That gives you an idea of the location there [indicating on map]. Here is the street [indicating].

Mr. WILLCOX. Here is Broadway [indicating], and here is Park Row, and here is Mail street, which is a wide street.

Mr. FRY. That shows the mailing platform. When we abolished this sidewalk on this side and closed the street to travel, an agreement was made legally, with the details of which I am not familiar, that required us to widen the park sidewalk. You can see our work there now [indicating]. We got a little different coloring in the granolithic from the other, and they required us practically to regrade the entire street.

Mr. LITTAUER. Was there not a sidewalk there, and you abolished it?

Mr. FRY. Yes, sir.

Mr. WILLCOX. The Mail street side, if we could have our own way, should be controlled by the Government and used entirely as a mail street.

Mr. SULLIVAN. How wide is that?

Mr. FRY. I should say 65 feet.

Mr. SULLIVAN. What is the length from here to here [indicating]?

Mr. FRY. The length of that reservation on that side, as I recollect it, is about 150 feet.

Mr. SULLIVAN. That is about the estimate at \$4 a foot. No; it would not be. That would be 9,750 feet.

Mr. FRY. Our reservation lines there are 288 feet long.

Mr. SULLIVAN. Do you have to pave that entire distance?

Mr. FRY. That would depend very largely on the attitude of the city as to our approaches in Broadway and Park Row. I imagine that estimate probably allowed for any contingencies that we might meet in that respect. My hope would be that they would require us only to repave what would be necessary to turn the water away from us.

Mr. SULLIVAN. What length would that be?

Mr. FRY. About 180 feet.

Mr. SULLIVAN. You would have to pave, roughly, 288 feet as a maximum and 180 feet as a minimum?

Mr. FRY. That depends upon what attitude the city people took, very largely.

Mr. SULLIVAN. I find, Mr. Chairman, that the total width of the street to be paved is definite—namely, 65 feet. The length is indefinite, because of the uncertainty of the attitude of the New York authorities in the matter of paving; but the maximum length estimated is 288 feet and the minimum length 180 feet. Taking the maximum, we would have 2,080 yards, which, at \$4 a yard, would be \$8,321, while taking the minimum it would be 1,300 yards, at an estimated cost of \$5,200. Therefore, assuming that we took the minimum, and adding to it \$5,250 estimated for the construction of the platform, we would have \$10,450, while if we added the cost of the platform to the maximum estimate we would have \$13,570.

Mr. FRY. But to that we have got to add the cost of the catch-basin drain, which would be essential.

Mr. SULLIVAN. That is a fixed item?

Mr. FRY. Yes; in any event.

Mr. SULLIVAN. What do you estimate for that?

Mr. FRY. About \$2,000. The city may insist on our making the same changes in the Park Row sidewalk and the park as they did before, because Mail street may become very much congested. The effect of this is to narrow that approximately 8 feet. The teams in delivering stand at right angles with the platform. The sidewalk on that park side—although Mr. Wilcox, as park commissioner, compelled us to widen it—seems to me needlessly wide for the traffic there, and we made a figure for the repaving of that curve and the taking away of a restriction of that sidewalk, as they might require.

Mr. SULLIVAN. You are not certain about that?

Mr. FRY. That, again, is a matter that would depend on the action of the city authorities.

Mr. SULLIVAN. How much did you estimate for that?

Mr. FRY. Probably somewhere from \$2,500 to \$3,500.

Mr. SULLIVAN. You do not know how much you estimate it?

Mr. FRY. No, sir; I do not.

Mr. SULLIVAN. Take it at \$3,500. Are there any other items?

Mr. FRY. No, sir; there are no other items.

Mr. SULLIVAN. Neither of these figures carries the estimate up to \$20,000; neither the maximum nor the minimum. Figuring everything adversely, the maximum would make it \$19,017.

Mr. LITTAUER. It is the one additional absolutely necessary thing they ask for here, to make the working of the post-office more practicable. It is not a fancy structure. It is a patchwork structure in

reality, and there may be little contingencies about which you can not tell.

Mr. FRY. We can not predicate on the action of the city authorities.

Mr. LITTAUER. It is not like building a new structure.

Mr. FRY. You can not compute within reasonable limits the actual cost in the building if you do not know where the city will compel you to stop or begin; or if you do not know their action, it makes the figuring on the sidewalk somewhat difficult.

#### INSTALLATION OF ELEVATOR.

Mr. SULLIVAN. I would like to be enlightened somewhat as to the cost of these modern elevators. That is all.

The CHAIRMAN. Have you any data that would enlighten us any in respect as to the cost of these modern elevators?

Mr. FRY. The estimated cost that was put in here was based on the contract cost of an electric freight elevator on the other side of the building with an allowance of 10 per cent for contingencies.

Mr. SULLIVAN. When was the other one installed?

Mr. FRY. It was contracted for last year, and the installation was completed last February.

Mr. SULLIVAN. The well is there?

Mr. FRY. Yes; the well is there.

Mr. SULLIVAN. All you would have to put in would be the car and the necessary machinery?

Mr. FRY. Yes; the new slides and the plunger and its casing, if we used a plunger elevator, and the electric pump, and the accumulator, and tank, and the wiring and connections with the Park plant.

Mr. SULLIVAN. What is the width of the well?

Mr. FRY. That is 7 feet by 9.6 over all.

Mr. SULLIVAN. And the height of the well?

Mr. FRY. The total lift in that particular well, as I happen to remember, is 128 feet.

Mr. SULLIVAN. Is it a six-story building?

Mr. FRY. It is a subbasement building with five stories above the subbasement.

Mr. SULLIVAN. I had no idea they were so expensive.

Mr. FRY. Of course, in making up these estimates we have to estimate what will probably be the maximum charge. Then we can take bids and get the best competition possible. But I question whether you gentlemen, experienced as you are in public affairs, realize the difficulty of working upon accurate estimates in New York City at the present time. Doubtless you are informed, I suppose, of the increased prices of building materials, and also concerning the labor troubles we are having over there.

Mr. SULLIVAN. Can you get competitors now as against the Otis elevator trust?

Mr. FRY. There is actual competition. It is possible to get actual competition on all types of machines; certainly on pumps.

Mr. SULLIVAN. That is recent, is it not—within two years?

Mr. FRY. In the East it has always been possible to get competition, but in the West it has not been possible to get it, except within two years past.

The CHAIRMAN. I would like to ask you one question: Why is it



that these improvements and expenditures can not be made out of the appropriation for preservation and repair of public buildings?

Mr. FRY. To quote a statement made this morning to us by the Supervising Architect, the amount for preservation and repair of public buildings throughout the United States is \$450,000, and if my memory serves me aright, we have 382 public buildings that have to be repaired and preserved and maintained out of that allowance.

The CHAIRMAN. And the amount—\$450,000—is not sufficient to meet this expenditure?

Mr. FRY. If I may be permitted to say it with every deference to the committee, I would answer, yes, sir; the amount is not sufficient.

The CHAIRMAN. Could these improvements, all of them, be made and paid for out of that appropriation, if the appropriation were increased accordingly?

Mr. FRY. They could; yes, sir.

The CHAIRMAN. There is nothing in the present law that would prevent it?

Mr. FRY. No; save one item. By Departmental usage the appropriation known as fuel, lights, and water carries repairs to electric wiring and additions to electric-light plants. New wiring and new plants are paid for out of construction accounts of various buildings; but by usage and by law, if my memory is right, the appropriation for fuel, lights, and water covers repairs to existing plants, so that that one item for wiring would have to be in addition, as I understand it, to fuel, lights, and water.

TREASURY DEPARTMENT.

Washington, April 27, 1906.

Hon. JAMES A. TAWNEY,

*Chairman Committee on Appropriations, House of Representatives.*

SIR: In response to your verbal request made this morning, I have the honor to advise you further in regard to the necessity of a special appropriation on account of the court-house and post-office, New York, N. Y. The chief engineer and superintendent located at the building has prepared an outline of a sum required, in aggregate amount \$102,400, necessary for the improvement and alterations at the building, which if undertaken would materially improve existing conditions. The present conditions in the building as to light, room, and facilities are very bad, and would certainly prompt the adoption of some measures to furnish needed relief. Some of the changes suggested are not in the nature of "repairs," notably the extension of mailing platform, and it is questioned whether the legal officers of this Department would permit charging the "Repairs and preservation" appropriation with these items, especially the mailing platform. In addition to this it is apparent that if the annual appropriation for "repairs" was increased to such an extent as to give this specific building money sufficient to carry out the improvements under consideration, receiving that sum as its fair proportionate share, it would swell that appropriation to a startling amount.

Attention may be called also to the concluding paragraph of act approved February 27 last, making appropriation to supply urgent deficiencies, where it will be found that on or before the beginning of each fiscal year that the appropriation be so apportioned by monthly or other allotment to prevent expenditure in one portion of the year, which may necessitate deficiency, and should this prevail it would prevent work being let under contract to the best advantage, and if all the work contemplated for this building now the subject of consideration be carried on in the most advantageous way it would stop all other repairs on public buildings for nearly three months. For these reasons it would seem to be wise that the appropriation should be made available in some other way than as part of "Repairs and preservation of public buildings."

Respectfully,

J. K. TAYLOR,  
*Supervising Architect.*

WEDNESDAY, April 18, 1906.

### LIFE-SAVING SERVICE.

#### STATEMENT OF MR. S. I. KIMBALL, GENERAL SUPERINTENDENT LIFE-SAVING SERVICE, ACCOMPANIED BY MR. HENRY L. GOSLIN, PRINCIPAL CLERK.

The CHAIRMAN. You are connected with the Life-Saving Service?

Mr. KIMBALL. Yes, sir.

The CHAIRMAN. What is your position in that Service?

Mr. KIMBALL. That of General Superintendent.

The CHAIRMAN. Do you have anything to do with the making up of estimates for appropriations for the Service?

Mr. KIMBALL. Yes, sir.

The CHAIRMAN. What is your duty in that respect?

Mr. KIMBALL. To prepare estimates of the requirements of the Service and submit them to the Secretary of the Treasury.

The CHAIRMAN. You prepare the estimates and submit them to the Secretary of the Treasury?

Mr. KIMBALL. Yes, sir.

The CHAIRMAN. Upon what information and from whom do you obtain the information upon which your estimates are based?

Mr. KIMBALL. Well, from my general knowledge of the wants of the Service, the experience of prior years, and so forth.

The CHAIRMAN. Are you governed almost entirely by the appropriations for previous years in making your estimates for the coming fiscal year, or do you have additional information?

Mr. KIMBALL. Oh, I have additional information. Where, for instance, the number of stations has been increased, the estimates are larger in consequence of that increase. My estimates are of course affected by such matters.

The CHAIRMAN. Do you make any examination into the matter of the expenditure of the appropriations for the past fiscal year and the current fiscal year in order to ascertain whether there can be any economy or any reduction in the appropriations for the coming fiscal year?

Mr. KIMBALL. Yes, sir.

The CHAIRMAN. You do?

Mr. KIMBALL. Yes, sir. Nothing is expended in the Life-Saving Service except upon my authority, or the authority of the Secretary upon my recommendation. I am familiar with every expenditure that is made from one day to another. I never authorize any expenditure without examining into its propriety before authorizing it.

The CHAIRMAN. All the expenditures are authorized by you, subject to the approval of the Secretary?

Mr. KIMBALL. Yes, sir; unless I am absent, when the Assistant General Superintendent acts. I try to be very careful about it.

#### SALARIES OF SUPERINTENDENTS.

The CHAIRMAN. I observe that your appropriations have been quite uniform for a number of years. Turn to the bottom of page 19 of the bill. The first item there, under this Service, is for salaries of the superintendents for the life-saving stations, and provisions for these

salaries are also carried on page 20 and on top of page 21. You ask for no increase for the coming fiscal year over the current appropriation for salaries of superintendents?

Mr. KIMBALL. No, sir. That is all provided for by law.

The CHAIRMAN. Those salaries are all fixed by law?

Mr. KIMBALL. Yes, sir.

The CHAIRMAN. And the number of superintendents?

Mr. KIMBALL. That is fixed by law.

Mr. TAYLOR. Could you explain how these salaries differ one from the other—some \$2,000, some \$1,700, and some \$1,800?

The CHAIRMAN. They are statutory salaries, I understand.

Mr. TAYLOR. All right.

Mr. KIMBALL. Every one is fixed by law.

Mr. TAYLOR. The salaries are not fixed by you and the Department?

Mr. KIMBALL. No, sir.

The CHAIRMAN. There was a complete revision of the law governing this Service a few years ago, was there not?

Mr. KIMBALL. As to the salaries of superintendents, yes sir.

# SALARIES OF KEEPERS.

The CHAIRMAN. The next item on page 21, for salaries of 287 keepers of life-saving and life-boat stations and of houses of refuge. I see you have included, or recommended, 287 instead of 286 keepers of life-saving stations. Is that because of the creation of a new station?

Mr. KIMBALL. Yes, sir.

The CHAIRMAN. When was the law passed creating that new station?

Mr. KIMBALL. There are about 16 stations now authorized by law that have not been built. This was one of those. It is at Nome, Alaska.

The CHAIRMAN. Have you a list there of the stations that have been authorized and have not been constructed yet?

Mr. KIMBALL. Yes, sir.

The CHAIRMAN. Kindly give that to the stenographer and let him insert it in the minutes of your testimony.

Mr. KIMBALL. Yes, sir. Here it is:

The following is a list of life-saving stations, the establishment of which has been authorized by law but which have not yet been built.

Date of act.	Name of proposed station.	District.
June 20, 1874	Point Conception <sup>a</sup> .....	13
May 4, 1882	Cape Ann.....	2
	1 on Brigantine Beach, N. J. <sup>a</sup> .....	5
	1 between Capes Henlopen and Charles.....	6
	Key West.....	8
	Georgetown.....	8
	1 house of refuge on the eastern coast of Florida <sup>a</sup> .....	8
June 19, 1886	Cape Poge.....	2
	Fisherman's Island.....	6
Oct. 13, 1886	Lynnhaven Inlet.....	7
Mar. 3, 1891	Port Orford.....	13
June 3, 1902	On Monomoy Island, Mass.....	2
Mar. 3, 1903	Mouth of Black River, near Lorain, Ohio.....	10
Apr. 22, 1904	On Delaware coast between Indian River Inlet and Fenwick Island station.....	6
Apr. 27, 1904	Near Eagle Harbor, on Keweenaw Point, Mich. (Lake Superior).....	11
Apr. 28, 1904	Near entrance to Tillamook Bay, coast of Oregon.....	13
Mar. 1, 1905	Nome, Alaska.....	13

<sup>a</sup> Probably will not be built.

The CHAIRMAN. Now, notwithstanding you ask for an increase of one keeper of a life-saving station, you do not estimate for any increase in the appropriation for the coming fiscal year over the current appropriation. Why is that?

Mr. KIMBALL. You will find we do not appropriate for all the keepers that we ask for the reason that there is an act of Congress authorizing the continuance of members of the crews upon the rolls where they have incurred disability in the line of service. They are continued for one year, and possibly for two years if the general superintendent shall so recommend and the Secretary of the Treasury approve the recommendation. The Comptroller has decided that there must be a place among the keeperships for a keeper so continued upon the rolls. He is not on duty, you understand. Another man has been appointed in his place when he has left the station on account of disability; but in order that the latter may have a continuance on the roll there must be a keepership provided by law, and there may be six or eight disabled keepers entitled to continuance on the roll. In that case we would want that number of places for these men, but we would not want the appropriation in this place because the expense of the continuance upon the roll is paid out of an appropriation for carrying into effect sections 7 and 8 of the act of May 4, 1882.

The CHAIRMAN. So you have stations in charge of men who have become disabled in the service and are paid from an appropriation under the sections of the statute you refer to for disabilities, instead of being paid out of this appropriation?

Mr. KIMBALL. No; such a man is not a keeper of a station. He has no station. He is not in charge of a station. He is on the retired roll, as it were, or rather the disability roll. It is not a retirement, but he is continued on the pay roll for a limited period.

The CHAIRMAN. For one year, or what?

Mr. KIMBALL. For one year and such part of a second year as the general superintendent may recommend and the Secretary of the Treasury approve as just and reasonable. That is the provision of the law.

Mr. SMITH. How many stations are there?

Mr. KIMBALL. Two hundred and seventy-seven, and you see here I have left 10 places for that provision.

The CHAIRMAN. Where?

Mr. KIMBALL. You called my attention to the fact that salaries for 287 keepers were appropriated for. We added one to the 286 of last year.

The CHAIRMAN. It was 286, and you added 1, making 287, and you have how many stations?

Mr. KIMBALL. Two hundred and seventy-seven. We generally keep the number of keeperships about 10 ahead, so as to be sure we will not get caught without a place for a keeper entitled to continuance upon the rolls.

The CHAIRMAN. In that way you provide for this disabled roll?

Mr. KIMBALL. Yes; but the payment of that disability roll is provided for elsewhere, as I have stated.

The CHAIRMAN. Then we are actually appropriating for 277 keepers in this appropriation, and the number of active keepers has not been increased?

Mr. KIMBALL. It has been increased one from last year.

Mr. SMITH. And so you increase this one?

Mr. KIMBALL. Yes, sir.

Mr. SMITH. It is your plan to carry this and 10 more in the bill all the time, in order to cover whatever number may chance to be on the retired list?

Mr. KIMBALL. Yes, sir; that is it exactly.

Mr. SMITH. You say after this language is used that, notwithstanding this item purports to provide for all of them, the accounting officers will allow you to pay them out of another fund?

Mr. KIMBALL. There must be a place. There must be a keepership or else that man can not be a keeper. It is a very technical construction of the law, I think, but that is the ruling of the accounting officers.

Mr. TAYLOR. Where is the fund out of which you pay that?

Mr. KIMBALL. On page 22, at the bottom of the page:

For carrying out the provisions of sections 7 and 8 of the act approved May 4, 1882.

Mr. SMITH. What is the salary of the keeper? Is it uniform throughout the country?

Mr. KIMBALL. Nine hundred dollars a year, except for the keepers of houses of refuge on the coast of Florida, where there are no crews; the salary of these is \$600 each.

Mr. SMITH. How many of them are there?

Mr. KIMBALL. Eight of them.

Mr. SMITH. At \$600 each?

Mr. KIMBALL. Yes, sir.

The CHAIRMAN. No keepers get more than \$900?

Mr. KIMBALL. No, sir; that is fixed by law.

Mr. SMITH. I understand that; yet it may be my stupidity; you have 277 keepers, counting those on the retired list and all, aside from these eight?

Mr. KIMBALL. No, sir; that includes the eight.

Mr. SMITH. You ask for 287?

Mr. KIMBALL. Yes, sir.

Mr. SMITH. Oh, I understand it now.

#### PAY OF CREWS OF SURFMEN.

The CHAIRMAN. The only change in the next item is omitting the language in respect to the temporary station at Portland, Oreg., Exposition?

Mr. KIMBALL. Yes, sir.

The CHAIRMAN. Will you explain to the committee the necessity of increasing the aggregate appropriation under the head of pay of crews, and so forth? I see you estimate for the coming fiscal year \$1,602,850, while for the current year the appropriation is \$1,563,215.

Mr. TAYLOR. That is an increase of \$39,635.

Mr. KIMBALL. Twenty-six thousand nine hundred and ten dollars of it is pay of surfmen.

Mr. TAYLOR. Twenty-six thousand dollars or \$36,000?

Mr. KIMBALL. Twenty-six thousand dollars. That is to pay surfmen at new stations that are authorized. We expect to build a larger number of stations this year than last by a considerable number. We

have been getting titles, and so forth, and are now situated so that we can go on and construct these.

The CHAIRMAN. Have you appropriations with which to build these new stations?

Mr. KIMBALL. Yes, sir.

The CHAIRMAN. How do you account for the remainder of that increase? The increase is over \$39,000, and you account for \$26,000.

Mr. KIMBALL. Twelve thousand seven hundred and twenty-five dollars of the increase is for pay of surfmen at old stations that have been destroyed, or have not had crews yet, or have to be rebuilt. For instance, at Coney Island Station we have authority to rebuild, but it has not yet been done. The amount needed for the compensation of that crew would be \$4,550.

The CHAIRMAN. Have you no crew there now?

Mr. KIMBALL. No, sir; we have none there now.

The CHAIRMAN. A station, you say, is established there, but has to be rebuilt?

Mr. KIMBALL. Yes; but we have not rebuilt it, and therefore there has been nobody employed there; but we propose to rebuild it.

#### LIFE-SAVING STATION, PORTLAND EXPOSITION, OREGON.

The CHAIRMAN. Now, you strike out the provision for the station at Portland, Oreg. How much did the maintenance of that station there last year cost the Government?

Mr. SMITH. The exposition station?

The CHAIRMAN. Where was that crew taken from, and where did it go after the exposition was over?

Mr. KIMBALL. The men were taken from various crews on the Pacific coast, one man from one crew, another from another crew, etc. They were men from the various crews on the Pacific coast.

The CHAIRMAN. So that that station did not materially increase the expense of the Service?

Mr. KIMBALL. When a man left his own station to go to the exposition station his place was filled by another man.

Mr. SMITH. That increased it by the number of men that were there?

The CHAIRMAN. It increased it by the number of men taken from those other stations?

Mr. KIMBALL. Yes, sir.

Mr. SMITH. Was the Lewis and Clark Building erected from this fund, or was it a separate appropriation?

Mr. KIMBALL. That was erected out of a separate appropriation and was under the charge of the Supervising Architect.

Mr. SMITH. So that all that came out of this item was the expense of men, such as would be at any life-saving station after it was erected?

Mr. KIMBALL. Yes, sir.

The CHAIRMAN. Could you not give us a rough estimate of what that would amount to during the life of the exposition?

Mr. KIMBALL. Yes, sir; about \$3,100.

The act of Congress authorizing the Government to participate in the celebration names May 1 as the commencement and November 1 as the end of the exposition. As a matter of fact, the Life-Saving

Service exhibition ran from about the middle of May to a little after the middle of October, and the cost to the Life-Saving Service was about \$3,100, nine hundred and some odd dollars being paid from the appropriation for 1905 and two thousand two hundred and some odd dollars from the current appropriation.

Mr. SMITH. So that the increase you ask for—the apparent increase—should not have this amount of \$2,200 added to it, as that expense will not be incurred next year?

Mr. KIMBALL. No; the exposition will not be on next year. The amount of our expense at the St. Louis Exposition for the crew was \$5,581.46. Our total expense at the Portland Exposition for the crew was \$3,154.85.

Mr. TAYLOR. What exposition do you speak of?

Mr. KIMBALL. The Portland, Oreg., Exposition.

The CHAIRMAN. I suppose it is carried in the current law for the purpose of enabling you to clear up any outstanding obligations that may have been incurred in consequence of that service there?

Mr. KIMBALL. No, sir; but to cover that portion of the exposition expenses which was incurred during the present fiscal year—that is from July 1, 1905, to the close of the exposition.

The CHAIRMAN. The exposition was not over at the beginning of this fiscal year?

Mr. KIMBALL. No, sir.

Mr. SMITH. So that in all it makes in reality your increase about \$42,000?

Mr. GOSLING. We paid the exposition expense out of moneys already estimated for.

Mr. SMITH. This item in the bill carried it last year?

Mr. GOSLING. It simply carried the right. It was paid out of the general appropriation. I mean to say we did not ask for any more money by reason of it.

Mr. SMITH. But you had the money, and you do not have the work to do this year.

Mr. KIMBALL. You are right. When we came to make our estimate for the Portland exposition it was some time after we had made our original estimate, and we became satisfied that we would have money enough from the appropriation as we had first estimated without adding any sum to it, so that you gave us simply the estimate that we asked for before that language was introduced.

Mr. SMITH. While that is true, still your expenses would have to increase that amount this year if you had the same appropriation that you had last year.

Mr. KIMBALL. I think your view of the case is right.

Mr. GOSLING. The appropriation is based upon the actual needs of the service and is figured out carefully according to the needs.

Mr. SMITH. The increase, counting this \$2,200, would be \$42,000. As I understand it, you have accounted for to us only about \$28,000 or \$29,000 of the increase. We are simply trying to see what increases you had for general uses this year.

Mr. KIMBALL. I began to account for the entire increase, but while I was doing so the conversation relative to the Lewis and Clark Exposition ensued. The increase of \$42,000, as you state it, is accounted for as follows: For pay of crews for new stations, \$26,910; for pay of crews for old stations, \$12,725, making a total of \$39,635,

as I have heretofore stated. Now, the \$2,200 which you have added (being the amount of our expenses during the current fiscal year at the Oregon exposition) makes up the sum of \$41,835, or, as you have expressed it, "about \$42,000."

I hope the committee will not deduct from my estimate even this \$2,200, for our margin of safety is very narrow. I was anxious to make my estimate as low as possible, and in preparing it I was very careful to ask for no more than I believed would be absolutely required. We shall certainly need all I have asked for. It is only by the practice of the most rigid economy that we shall be able to get through the current year without a deficiency. Many repairs that ought now to be made and other needed expenditures have been postponed to avoid such a condition. These will have to be made next year, and if any unusual expense that can not now be foreseen should arise, as, for instance, on account of a coal strike or a great devastating storm upon the coast, our financial condition would be extremely embarrassing. Even now it is highly probable that several of our stations on the Pacific coast may have suffered to such an extent as to require extensive repairs, and it may be found that one or more will have to be entirely rebuilt as a result of the earthquake.

#### ESTABLISHING NEW LIFE-SAVING STATIONS.

The CHAIRMAN. On the next item your estimate is \$10,000 less for the establishment of new life-saving stations for the coming fiscal year than the current appropriations for that service?

Mr. KIMBALL. Yes, sir.

The CHAIRMAN. How many life-saving stations did you establish or will you establish during this current year?

Mr. KIMBALL. This appropriation, you know, is available until it is expended, so that we will have a surplus, something remaining over.

The CHAIRMAN. How much have you available of this fund?

Mr. KIMBALL. With this \$20,000 we shall have about \$130,000.

Mr. SMITH. You have \$110,000 now?

Mr. KIMBALL. Yes.

Mr. SMITH. Is that an available balance as distinguished from a Treasury balance?

Mr. KIMBALL. That is a separate appropriation.

The CHAIRMAN. How much of that is allotted—any of it?

Mr. KIMBALL. None of that is allotted. That is a permanent appropriation.

The CHAIRMAN. It is all available for expenditure during the current fiscal year and the next fiscal year?

Mr. KIMBALL. Yes, sir.

The CHAIRMAN. With this appropriation it will be \$130,000?

Mr. KIMBALL. Yes, sir; and we shall come pretty near using it up if we build a station that has just been authorized by Congress. The bill has not been signed by the President. It is for a station at Neah Bay or Waada Island. On account of the wreck of the *Valencia* up there Congress has passed a bill authorizing the establishment of a station in Neah Bay and a sort of wrecking vessel.

The CHAIRMAN. Authorizing the construction of a wrecking vessel?



Mr. KIMBALL. Yes, sir; a seagoing tug.

The CHAIRMAN. And the establishment of a life-saving station?

Mr. KIMBALL. Yes, sir; to work in conjunction.

The CHAIRMAN. The bill has passed both Houses?

Mr. KIMBALL. Yes, sir; it has passed both Houses. It has not been signed by the President, but I suppose it will be.

Mr. TAYLOR. Where is that?

Mr. KIMBALL. Near the entrance to the Straits of Fuca, where the *Valencia*, on its passage from San Francisco to Seattle, was lost.

Mr. TAYLOR. It was on its passage from Alaska, was it not?

Mr. KIMBALL. No, sir; from San Francisco. She overran her distance and ran on the British coast, on Vancouver Island.

The CHAIRMAN. What do you estimate that station will cost?

Mr. KIMBALL. I estimate it will cost in the neighborhood of \$30,000. It will be a pretty expensive station, because we will have to make a sort of headquarters for the vessel; and besides that, the law provides that there shall be two self-bailing and self-righting lifeboats, fitted with power. Those will cost considerable. They are expensive boats, very large boats, the best lifeboats in the world.

Mr. SMITH. Have you a further balance of this fund in the Treasury not allotted?

Mr. KIMBALL. Nothing but this that I have mentioned.

Mr. SMITH. In most of these items which continue available they have two balances—the Treasury balance and the unallotted or available balance. You have not designated any of this money to be used at any place yet?

Mr. KIMBALL. No, sir.

Mr. SMITH. And have you any money in the Treasury that has been assigned to anywhere else?

Mr. KIMBALL. No, sir. I do not understand how there can be two balances.

Mr. SMITH. It is perfectly simple. For instance, the plans would be drawn for a station and the money allotted to that station, but not paid out in whole part. That is still in the Treasury, but it is practically gone, in a sense, because it has been set apart for the direction of a particular work; and in the items, usually, of this kind under the appropriation they have what is called a Treasury balance and an unallotted balance.

Mr. KIMBALL. That is with reference to public buildings and construction generally?

Mr. SMITH. No; not only public buildings, but ordnance, and works of every kind. They usually have an available balance and an unallotted balance.

The CHAIRMAN. Have you at this time plans or specifications for the building of any new stations, the cost of constructing which must be paid out of this fund; and have you set aside any part of this balance for that expense?

Mr. KIMBALL. No, sir. We have plans and specifications nearly completed for several, but those plans are not quite finished yet. As soon as the plans are finished we shall advertise for proposals, and when we receive proposals for a station and make an award we set down that sum as the amount from which to build that station.

Mr. SMITH. The money is still in the Treasury?

Mr. KIMBALL. Yes, sir.

Mr. SMITH. But it is practically allotted?

Mr. KIMBALL. That you might call an allotment after the contract is made.

The CHAIRMAN. You have no contract outstanding now for the doing of any work, the expense of which would be paid out of this fund?

Mr. KIMBALL. Not any, I think.

The CHAIRMAN. That would make your present balance about \$110,000 and this additional would make it \$130,000?

Mr. GOSLING. The amount available for the establishment of any new stations.

The CHAIRMAN. Yes; any that in the judgment of the general superintendent may be advisable, and approved by the Secretary.

Mr. GOSLING. I suppose there are probably four or five stations now on the way to obtain sites.

Mr. SMITH. About what does an average station cost?

Mr. KIMBALL. They used to cost about \$5,000 or \$6,000. Now they cost from \$10,000 to \$12,000, and sometimes more.

Mr. SMITH. So that you have on hand enough for 12 or 13 stations?

Mr. KIMBALL. Sixteen stations.

Mr. SMITH. The \$130,000 would build 10 or 12 stations?

Mr. KIMBALL. Oh, I did not understand you. I do not think it would now. A station costs a good deal more than it used to. Everything has gone up pretty high. This includes the equipment, also, of the station—not the building merely. I should say it would average now at least \$12,000 to build and equip a station.

Mr. SMITH. That would give you over 10.

Mr. KIMBALL. From twelve to fifteen thousand dollars each.

Mr. TAYLOR. Some stations may cost more?

Mr. KIMBALL. Yes; some stations cost more than others. As a rule I have managed to get the people interested in the location of a life-saving station in the neighborhood to donate to us the land necessary. We have authority to acquire sites by donation, and for the majority of our stations the sites are donated to us. But in some cases we have to pay quite a large sum for a site. In these cases, of course, they are more expensive.

The CHAIRMAN. How many men do you say there are at one of these stations?

Mr. KIMBALL. They differ; the numbers vary from 7 to 8 or 9 men.

The CHAIRMAN. Are they all housed at these stations in the buildings constructed by the Government?

Mr. KIMBALL. Yes, sir.

The CHAIRMAN. What is the character of the building—frame?

Mr. KIMBALL. We have only one brick station; that is at Evanston, Ill. The others are frame buildings, containing the necessary living apartments, and a large boat room and lockers, and so forth, for the supplies and equipment.

#### RELEASE OF LAND AT SEA ISLE CITY, N. J.

The CHAIRMAN. There has been referred to this committee a bill authorizing the Secretary of the Treasury to release land for street

purposes in the borough of Sea Isle City, N. J. Do you know anything about that? Is it in Congressman's Gardner's district?

Mr. KIMBALL. No, sir; I know nothing about it. I remember that at Sea Isle City we have a tract of land, that the city has an avenue which abuts up against our land, and they go around and come out on the other side. I suppose they want to run the avenue right straight through.

The CHAIRMAN. "So much land held by the United States in said borough for purposes of the United States Life-Saving Service as lies within the boundaries of both Landis avenue and Twelfth street."

Mr. KIMBALL. They want to go right through.

The CHAIRMAN. Will you take that bill and examine it and report to the committee your judgment in regard to it?

Mr. KIMBALL. I will, sir.

TREASURY DEPARTMENT,  
OFFICE OF GENERAL SUPERINTENDENT OF LIFE-SAVING SERVICE,  
Washington, April 24, 1906.

The CHAIRMAN COMMITTEE ON APPROPRIATIONS,  
*House of Representatives.*

SIR: I have the honor to transmit, with my concurrence, the accompanying report of the General Superintendent of the Life-Saving Service on bill H. R. 15732, Fifty-ninth Congress, first session, "To authorize the Secretary of the Treasury to release land for street purposes to the borough of Sea Isle City, New Jersey," which has been prepared by him in accordance with your verbal request for suggestions touching the merits of the bill and the propriety of its passage made when he was before your committee on the 18th instant.

Respectfully,

C. H. KEEP, *Acting Secretary.*

TREASURY DEPARTMENT,  
OFFICE OF GENERAL SUPERINTENDENT OF LIFE-SAVING SERVICE,  
Washington, April 24, 1906.

The SECRETARY OF THE TREASURY.

SIR: On the 18th instant, when I was before the subcommittee of the Committee on Appropriations, House of Representatives, having in charge the bill making appropriations for sundry civil expenses of the Government for the fiscal year ending June 30, 1907, where my attendance had been requested to explain the estimates for the expenses of the Life-Saving Service, the chairman of the committee handed me the bill H. R. 15732, Fifty-ninth Congress, first session, "To authorize the Secretary of the Treasury to release land for street purposes to the borough of Sea Isle City, New Jersey," and asked that I would furnish a report giving information touching the merits of the bill and the propriety of its passage.

In compliance with this request, I have the honor to submit the following:

The bill provides, in effect, that the Secretary of the Treasury be authorized in his discretion and upon such terms as he may prescribe, to release to said borough of Sea Isle City, for street purposes, so much of the site of the United States life-saving station as lies within the boundaries of Landis avenue and Twelfth street as laid out in said borough. Inclosed herewith is a copy of a portion of a map showing the location of the site of the Townsend Inlet life-saving station, which is the station referred to in the bill, and the streets and avenues in the immediate vicinity. It will be observed that the station site projects into Landis avenue a distance of about 50 feet, and also that a small triangular portion of the site is located in Twelfth street as laid out. It seems that the borough of Sea Isle City desires to obtain control, for street purposes, of these portions of the site which project into the avenue and street, respectively, in order that the lines of its streets and avenues may be straightened.

The right to use and occupy the site of the Townsend Inlet life-saving station was acquired by the Secretary of the Treasury by donation, by conveyance from Henry Whelen and wife, under the authority contained in act of March 3, 1875 (Stat. L., vol. 18, p. 372), which provides as follows:

"And the Secretary of the Treasury is hereby authorized, whenever he shall deem it advisable, to acquire, by donation or purchase, in behalf of the United States, the right to use and occupy sites for life-saving or life-boat stations, houses of refuge, and sites for pier-head beacons, the establishment of which has been, or shall hereafter be, authorized by Congress."

With respect to sites for life-saving stations, the right to use and occupy which has been acquired under the provisions of law above quoted, it has been held that the Government does not obtain a fee simple title to such sites, but that whenever the sites are abandoned and no longer used or needed for life-saving purposes they revert to the grantors, their heirs or assigns. It appears, therefore, that no title is vested in the Secretary of the Treasury which he could properly release to the borough of Sea Isle City, and that the only step he could take in that direction would be to abandon the use of the property for life-saving purposes. It would then be necessary for the borough of Sea Isle City to acquire the reversionary interest of the grantors before it could obtain full title to the property for street purposes. It is believed that the Secretary of the Treasury has authority under existing law to abandon the property in question, and it appears from the records that, under date of July 3, 1905, a suggestion to that effect was made by this office to the secretary of the Board of Trade, Sea Isle City, N. J. This suggestion was made in response to a letter from the secretary of the board of trade dated June 19, 1905, setting forth that the site of the Townsend Inlet life-saving station, as inclosed by the fence surrounding the property, extended to the middle of the avenue on which a trolley line was then running, making it necessary for the line of the street cars to curve around the lot and rendering it a dangerous point of passage for pedestrians and vehicles. He asked consideration as to the most proper and expeditious manner of adjusting the condition described.

The following is quoted from the reply by this office to the above:

"Upon investigation it appears that at the time the lot in question was conveyed to the Government it did not interfere with any of the streets or avenues by which it was bounded as the tract of land surrounding it was then laid out. Some years after the Government obtained possession, and the present buildings and fence were built, it seems that the tract was resurveyed and the streets laid out in an entirely different manner, so that one of the avenues cut off about 50 feet of the rear or west end of the life-saving station lot. The lot now occupied by the Townsend Inlet station is not larger than is required for the needs of the Service. It is therefore suggested, in reply to your request, that consideration will be given to a proposition from the proper authorities to convey to the Government a 50-foot strip of land adjoining the station lot on the east, to grade and topsoil the same, remove the fence, etc., provided the 50 feet of land projecting into the avenue as indicated above be abandoned and no longer used for life-saving purposes."

No reply to this letter has been received.

As the entire area now occupied for the purposes of the Townsend Inlet station is requisite for the proper conduct of the affairs of the station, this Office would not recommend that the portions of the present site which project into the street be abandoned unless compensatory strips of land adjacent to the station site be conveyed to the Government for life-saving purposes in consideration of such abandonment.

Respectfully,

S. I. KIMBALL,  
General Superintendent.

WEDNESDAY, April 18, 1906.

## REVENUE-CUTTER SERVICE.

### STATEMENT OF CAPT. WORTH G. ROSS, CHIEF OF DIVISION OF REVENUE-CUTTER SERVICE, ACCOMPANIED BY LIEUT. J. E. REINBURG.

The CHAIRMAN. Are the estimates which have been submitted to Congress for this Service for the coming fiscal year made up by you? Captain Ross. Yes, sir.

The CHAIRMAN. What is the basis upon which you make your esti-

mates? How do you arrive at the amount necessary for the coming fiscal year?

Captain Ross. We usually arrive at our estimates by the expenses of the preceding years; by working them up from what it has taken to run the Service, particularly the last year.

The CHAIRMAN. In the discharge of your duty as chief of division, are you in touch with the expenditures, so as to know whether or not all the expenditures that have been made in the previous year under the appropriations are necessary?

Captain Ross. Yes, sir; I am in touch with all the expenditures of the previous year.

The CHAIRMAN. Are you personally in touch with the expenditures, so that you can form a judgment as to whether they are any greater than they ought to be?

Captain Ross. Yes, sir; I want to make this statement, however: I have been in this position for a year only. I assumed the duties of chief of division on April 1, 1905, so that I can not say I am positively in touch with the expenses previous to that time further than the records of the office show.

The CHAIRMAN. In making up these estimates for the coming fiscal year, you were guided almost entirely by the expenditures of the previous year?

Captain Ross. I was guided largely by the expenditures of previous years, and also by my knowledge of the service and the situation in which I found it to be when I took charge.

The CHAIRMAN. How long have you been in the Service?

Captain Ross. This is my thirtieth year. When this calendar year is over I shall have been in the service just thirty years.

#### SKETCH OF THE SERVICE.

The CHAIRMAN. Can you describe the character of the Service and the extent of it at the present time?

Captain Ross. Yes, sir; I will commence by saying that our service has 41 vessels. We have 12 vessels designated as first class. These are our best ships, nearly all of which are modern. We have 13 vessels of the second class; a large number of them are old vessels, about half being built in the seventies. Then we have a third class composed of tugs, numbering 10, and about 6 launches. These vessels are stationed along the coast of the United States from Eastport, Me., to Alaska, on both sides, and also on the Great Lakes.

We have in the service 221 officers and cadets on the active list, and 58 officers on the retired list, making 279 officers and cadets all told. The next fiscal year about 8 officers will be added to the retired list on account of age. The number of petty officers and men we employ varies considerably, but I can make an approximate estimate by saying they number between thirteen and fourteen hundred, according to circumstances.

As I stated before, our stations are on both the Atlantic and Pacific coasts. Our first station on the Atlantic coast is at Portland, Me., and our vessels have headquarters at large ports at intervals as far south as Galveston, Tex. But there is a good deal of coast where we have no vessels at all, because some of them have been withdrawn on account of being old and unserviceable. On the Pacific coast

our stations run from southern California up to Alaska. Four vessels and a launch do duty on the Great Lakes. Now, would you like to know the duties of the Service?

The CHAIRMAN. One moment before you leave that.

Captain Ross. We also have vessels stationed at San Juan, P. R., and Honolulu.

The CHAIRMAN. I was going to ask you if you had one at Honolulu.

Captain Ross. Yes; we have one at Honolulu.

The CHAIRMAN. How far west do you extend in Alaska—as far west as the Aleutian Islands?

Captain Ross. As far west as Attu, the westernmost island of the Aleutians.

The CHAIRMAN. Have you any vessels in service on the Pribilof Islands?

Captain Ross. We have had at times a whole fleet of vessels there in Bering Sea to protect the fur seals. The last year or two we have employed two vessels only up there in connection with the vessels employed by Great Britain.

The CHAIRMAN. I want to ask you, for information, if in recent years the Revenue-Cutter Service has come in contact with Japanese pelagic sealers just outside the 3-mile zone?

Captain Ross. No; but we have done a good deal of work for the purpose of preventing pelagic sealing. We ran across the Japanese last summer at the island of Attu. We found four of their vessels, which were fishing for salmon, and they had some shacks on shore. One of our cutters, the *Perry*, warned them off, and they left, and the shacks were burned. But we have found no Japanese who had been doing any pelagic sealing recently.

The CHAIRMAN. Now go on and describe the duties of the Service.

Mr. TAYLOR. You said you had not found any Japanese engaged in pelagic sealing, but you did do so some years ago, did you not?

Lieutenant REINBURG. When we were enforcing the Bering Sea awards, you know, we had a great number of ships up there, and we found Japanese crews there.

The CHAIRMAN. I do not mean Japanese crews, but vessels fitted out under the Japanese flag and manned by Americans and Canadians?

Captain Ross. I do not recall that we found any such.

The CHAIRMAN. A Japanese vessel is not restricted to the 60-mile zone. A Japanese vessel can come within 3 miles of the shore?

Captain Ross. I think so, but she can not take seals within the 3-mile limit. The only arrangement that we have in regard to pelagic sealing is with the English Government.

The duties of the Service embrace the protection of the customs revenue, the enforcement of marine laws, and rendering assistance to vessels in distress. The latter is an important part of our duty. Under the law the President designates a certain number of public vessels, which are revenue cutters, for the purpose of patrolling the seaboard to assist vessels and mariners in distress. This work includes giving them provisions when in need, towing dismasted and helpless vessels into port, rescuing crews, and doing whatever is possible in the interest of commerce; reporting the displacement of buoys, blowing up or otherwise removing derelicts and wrecks in the paths of commerce, and various work of that kind.

Another part of our duty is the enforcement of the laws pertaining to marine quarantine. Last year during the yellow-fever epidemic—which you know considerable about, I suppose, Mr. Taylor—we had a number of vessels which patrolled the region from the mouth of the Mississippi River to the eastward as far as Pensacola, for the purpose of preventing the spread of the infection to any of the seaport towns or places by the water routes. I would like to tell you of the work we did on that occasion alone. On that duty, which lasted from the beginning of August until the end of the yellow-fever epidemic, we employed 25 commissioned officers, 12 warrant officers, and 153 enlisted men. The fleet of vessels consisted of the revenue cutters *Winona*, *Seminole*, *Hamilton*, *Forward*, *Alert*, and *Penrose*, and a number of launches and boats (six in all) chartered by the Public Health and Marine-Hospital Service. The chartered vessels were all in charge of our officers, and the whole fleet patrolled the entire coast there, and during the time they were engaged boarded and examined or spoke 1,923 vessels of all classes. That work was done last summer, and it was considered to be the most effective marine quarantine patrol up to that time.

Another duty of ours is the enforcement of the neutrality laws.

Matters pertaining to the navigation and other laws governing merchant vessels are now under the Department of Commerce and Labor, but we are called upon by that Department to enforce all these laws, which we constantly do; and in this connection we also enforce the anchorage laws at the ports of New York and Chicago, the St. Marys River, the Kennebec River, and so forth. We do a great deal of work for the Department of Commerce and Labor, because previous to its establishment those duties were in the Treasury Department, to which we belong.

We protect merchant vessels from piratical attacks and suppress piracy. Of course there is not much of that going on in these days.

The CHAIRMAN. Is there any of it going on?

Captain Ross. During the past year we received a communication from a railroad company in New York saying that their barges were being tampered with by people from the shore, and that their property was being stolen. They called it piracy, and wanted us to look after it.

The CHAIRMAN. Did you?

Captain Ross. We told them we were ready to enforce the laws as soon as the district attorney looked into it and made out a case.

The CHAIRMAN. That would be the policing of the harbor of New York?

Captain Ross. Yes; but that being a crime, it had first to go through the Department of Justice.

Then we have the protection of the fur-seal fisheries around the Seal Islands and on the hunting grounds of Alaska. We send vessels up there each year to patrol in the vicinity of the Pribilof Islands and to aid in various ways the seal industry.

The CHAIRMAN. Can you give the committee an approximate estimate of the cost of maintaining these revenue cutters in connection with the seal fisheries of the Pribilof Islands?

Captain Ross. I can give you an approximate estimate of the cost of running our vessels up there—their maintenance. That is really

about the only expense we have. Suppose, for example, that we have three vessels on that duty——

Lieutenant REINBURG. Make it four.

Captain Ross. Well, make it four. It would cost us in the neighborhood of \$20,000 a month to run those four vessels, including our officers and enlisted forces, provisioning them, outfitting and coaling the vessels, etc. I have simply said \$5,000 a month for each vessel. As a matter of fact, the cost, of course, varies, and for some vessels the estimate would be less, while for others it might be more.

The CHAIRMAN. Are they engaged in that service the year round?

Captain Ross. Oh, no; only during the time when the sealers are at work. They generally start from the south along in May, and they will work their way up to Bering Sea and stay there until probably the middle of September, because at that time the weather begins to get bad, and it is not safe for them to remain much longer.

Lieutenant REINBURG. Not the revenue cutters, but the sealers.

The CHAIRMAN. The sealing commences in June around the Pribilof Islands?

Captain Ross. Yes, sir. Then we send one vessel annually up to the Arctic Ocean in the interest of various things in that region. The Department of the Interior has a number of mission schools in Alaska, and we aid in carrying supplies and taking the agents and inspectors of that Department up there and bringing them back. Then our vessels cruise north in order to have supervision over the whaling industry, to see that the laws are not violated, and to assist in various other ways in connection with the development of that country. In fact, the development of Alaska was begun by our revenue cutters going up there on various expeditions soon after its purchase. The vessel that makes the Arctic cruise is the last one to come out of Bering Sea in the fall. She stays there until the last sealer is out of the sea, so there can be no trouble afterwards.

Another duty of our Service is to protect wrecked property. It is our duty to protect it for the owners, and it is our business, if we come across a sunken wreck, as we do sometimes, and as we did a while ago off Cape Hatteras, to pull the spars out and save them if we can. In the case at Cape Hatteras the spars were quite valuable, and we towed them into port and subsequently turned them over to the owner.

Then we have the protection of the timber reserves of the United States against depredations. That is usually on the coast of Florida.

We suppress the illegal traffic in liquor, firearms, and ammunition in Alaska. In this particular we assist the Department of Justice by taking the United States attorney or his agents to points in Alaska for the purpose of enforcing the laws.

For the suppression of the slave trade, which used to be one of our functions a long while ago, we are not now called upon.

It is our duty to suppress mutinies on board merchant vessels. We are called upon by masters and owners to suppress mutinies that occur on coasting and other vessels.

We have 14 commissioned officers in our Service who are assigned to duty in connection with the Life-Saving Service. The duties of those officers are to drill and discipline the crews of the life-saving stations. They are inspectors and assistant inspectors, and it is their business to drill the life-saving crews, see that discipline is



maintained, that the surf and lifeboats are properly managed, that the stations are sufficiently equipped with life-saving apparatus, etc. They also superintend the construction of the stations and recommend various supplies. This is an important feature of our service. We have been connected with the Life-Saving Service ever since its organization.

Lieutenant REINBURG. It was part of the Revenue-Cutter Service up to 1878.

Captain Ross. Yes.

We also assist the Commissioner of Fish and Fisheries, when called upon to do so. Under the law, if it is desired to have one of our officers command a vessel of that branch of the service, we detail him for that purpose. We have not had much of that to do.

Now we also have charge of the enforcement of the provisions of the anchorage laws of some of our home ports. The port of New York is one. We supervise the entire anchorage system of that port, which includes the East River and the North River and down to the Narrows and elsewhere.

Then we hold ourselves in readiness to cooperate at all times with the Navy. There are some who think that means only in war; but we must cooperate, under the law, with the Navy at any time that the President directs, either in peace or in war. We have cooperated with the Navy in connection with the suppression of filibustering matters in southern waters. We have cooperated with the Navy, also, in the Bering Sea patrol. Under Admiral Evans there was quite a fleet up there some time ago, and our ships were with that fleet. Our crews are trained in accordance with naval drills and are kept in readiness to respond at any time to calls for active military service.

During the Spanish war all the vessels on this side that we could assign to that duty became a part of the North Atlantic Squadron. Eight of those were around Cuba during the entire Spanish war. Some very good work under fire was done by our vessels down there; and other vessels, not deputed to go to the West Indies, were assigned to duty in various harbors of the United States for the purpose of looking after mines, etc., and in that regard they cooperated with the Army. One revenue cutter, the *McCulloch*, was at the battle of Manila Bay.

There is another important business that our Service attends to, and that is the destruction of derelicts and obstructions to navigation at sea. We have been frequently called out this past winter, on the request of steamship lines running to New York, to search for derelicts and sunken wrecks, and we have destroyed some and towed others out of the paths of commerce. We have no vessel, however, specially adapted for this purpose.

The Revenue-Cutter Service is employed under the law to enforce the regulations governing rowing, sailing, and motor boat regattas to insure the safety of participants and spectators.

In connection with this whole subject I would like to say this: Our Service, as a matter of fact, is a general-utility service of the sea. It is always under military discipline. We have in past years assisted the Post-Office Department in carrying the mails. We assist and have assisted the Interior Department on various occasions. We aid the Department of Justice when called upon. We

have frequently assisted the Navy Department, and have been requested to do so. We assist in enforcing the laws of the Department of Commerce and Labor continually, this being right in line with our duties. We cooperate with the War Department, and we also do a great deal of work under the Treasury Department. We aid the Smithsonian Institution in obtaining anthropological specimens in Alaska. In fact, we are always ready to perform service for any of the Executive Departments of the Government.

SCHOOL OF INSTRUCTION AT ARUNDEL COVE, MARYLAND.

The CHAIRMAN. Let me ask you, Have you a school of instruction in connection with your Service at the present time?

Captain Ross. Yes, sir. I was the first officer that was graduated from that school, about twenty-seven years ago. The school was established in 1877, under act of Congress providing for the appointment of cadets.

The CHAIRMAN. Where is it located?

Captain Ross. It is now located at Arundel Cove, Maryland. That is about 8 miles from Baltimore. Last year Congress appropriated \$30,000 for the purchase of a site for the Revenue-Cutter Service for a depot, and our school is located there. The site consists of about 65 acres, I think, and we have our practice ship at that place, which is the old *Chase*, on which the cadets live; we have a few inexpensive buildings put up on this site, one or two in the interest of the school. The others are in the interest of the depot, for the purpose of helping along ordinary repairs and doing other work to our vessels. We berth at the depot vessels of the Coast Survey and sometimes make minor repairs for that Bureau.

The CHAIRMAN. Is it proposed to enlarge those buildings at that point and construct new ones?

Captain Ross. We have some frame buildings there. Under the law we are authorized to improve leased property. Up to last year that property was leased. Now it has been purchased outright. In the estimate we have made we have put down \$10,000 for the purpose of adding to some of the buildings, repairing wharves, and improving the property generally, and building an addition to the boiler house, and doing various other things. I have the list here, if you would like to see it.

The CHAIRMAN. Is it contemplated ultimately to make this a second naval academy?

Captain Ross. No, sir. This is a school that has been in our Service since the time I mentioned, and we simply educate sufficient officers for our own needs. The cadets have a tour of instruction at the school of three years. They are divided into three classes. It is a very small school, composed of only 25 cadets. It is open to any young man in the United States. The question of his admission is not a matter of political influence. When we want to form a new class we invite every young man in the country between the years of 18 and 25, which are the ages prescribed by law, to compete for these places, and the Civil Service Commission holds examinations all over the United States of applicants. The Commission has held one recently, and it certifies those qualified for positions as cadets.

## TRANSFER AND REPAIR OF THE BANCROFT.

The CHAIRMAN. It is proposed to transfer the *Bancroft* from the Navy to the Revenue-Cutter Service for this purpose?

Captain Ross. That is a proposition we have made.

The CHAIRMAN. Then is the Revenue-Cutter Service to pay the Navy for the *Bancroft*? Is it intended that the Revenue-Cutter Service shall purchase the *Bancroft*?

Captain Ross. No, sir. We have never purchased any vessels from the Navy Department. This vessel, the *Bancroft*, to which you refer is a vessel about the size of our vessels. Her displacement is about 800 tons, and she is a vessel that the Navy Department could not or did not care to use in the future, and so we applied to have her loaned to our Service with a view to utilizing her in place of the *Chase*. The *Chase* was built in 1878. She is a wooden vessel, without steam power. She is very old, not sound, and can not be run much longer. As a matter of fact she has commenced to go to pieces. That is about the size of it.

The CHAIRMAN. You intend to use the *Bancroft*, then, as a training ship?

Captain Ross. Yes, sir; instead of the *Chase*.

The CHAIRMAN. The *Chase* is used as a training ship?

Captain Ross. Yes, sir; she will probably cruise along the coast this summer, but she has as a rule to keep near the coast, so that if anything happens to her she can get in. We have used her since 1878. We thought it was a good plan to get the *Bancroft* from the Navy, a vessel that cost \$250,000 to build. If we could get enough money to repair her we would have a good vessel at a small cost. Our present practice vessel is a sailing craft and we can not give to the cadets the proper training on her on account of the lack of steam power. The *Bancroft* could be fitted up for that purpose to good advantage, and could be utilized in other directions, if necessary.

The CHAIRMAN. What do you estimate the cost of fitting her up to be?

Captain Ross. The cost of fitting her up would be nearly \$100,000.

The CHAIRMAN. Is that in your estimate?

Captain Ross. Yes, sir; it is all in detail there. I had two boards organized to go into that matter very carefully and make a thorough examination of that vessel, and every item put down is necessary in order to put her in proper condition. We have gotten it up with a great deal of care. I do not think you will find any extravagance in that estimate. We thought it would be a good deal better to utilize the *Bancroft* than to ask for a new vessel of the same type that would cost three times as much as the cost of repairs.

Mr. SMITH. Why did the Navy want to give up the *Bancroft*?

Captain Ross. The Navy originally built the vessel for a training ship and she made a number of cruises; the only reason I see why they gave her up was probably because she was a small vessel and unadapted to their needs. They have so many small vessels now that they want to get rid of some of them.

Mr. SMITH. How old is she?

Captain Ross. About 14 years old.

Mr. SMITH. Aside from machinery and the like, is she in a state of decay or not?

Captain Ross. If she is kept the way she is now, of course she will deteriorate all the time.

Mr. SMITH. I am asking you in what condition she is now. Is she in a state of decay now?

Captain Ross. I have been all over her and through her machinery department. I will explain her condition. That vessel in the Navy would carry 140 men and 10 or 12 officers. In our service she would carry 50 or 60 men and 5 or 6 officers. The consequence is that in the Navy on such a vessel they have to crowd everything into a very small space. The machinery is installed in such small space that it was not possible, I think, for the people in charge of the machinery to properly look after it. Many of the parts they had to reach were so far out of the way that they could not readily get near them, and therefore the machinery has corroded and rusted, and it is now of little value. I examined the engine, and it surprised me to see the condition it was in. Lieutenant Reinburg was with me when the vessel was turned over to us at Norfolk.

Mr. TAYLOR. When was it turned over to you?

Lieutenant REINBURG. Last January. I brought her up from Norfolk to Baltimore myself.

Captain Ross. Her machinery is in such condition that she has to be thoroughly overhauled and repaired, or else there will be no use in doing anything with her.

Mr. SMITH. What do you say she would be actually worth after this \$100,000 is spent on her?

Captain Ross. I should say she would be worth probably in the neighborhood of \$300,000.

Mr. SMITH. She only cost \$250,000 in the first place?

Captain Ross. Yes, sir; fourteen years ago.

Mr. SMITH. Would she be practically as good as new?

Captain Ross. Yes, sir; I think she would.

Mr. SMITH. Is her hull in good condition?

Captain Ross. Yes, sir. It is her interior parts that have corroded and are in poor condition.

Mr. SMITH. You are asking for several thousand dollars to repair her hull?

Captain Ross. Yes, sir; but if you will notice, that has reference to many inferior matters, frames, decks, and various compartments, etc., of the vessel.

Mr. SMITH. You do not mean that those compartment estimates are included in the hull estimate?

Captain Ross. We have to change the arrangement of some of those compartments in order to adapt them to our Service.

Mr. SMITH. But you have several thousand dollars estimated here for repairs to the hull itself, have you not?

Captain Ross. Yes, sir; that is right.

Mr. SMITH. You have \$13,500 estimated for repairs to the hull itself. That is wholly distinct from these repairs to the compartments.

Captain Ross. That has reference to the interior. You will find it here. The beams, etc., have to be scaled and painted, and some of them renewed, and stringers and some of the outside plating replaced, and various things have to be removed, refitted, and altered.

Here are the hatches, mooring bitts, towing bitts, capstan, decks, etc. These are in bad condition and have to be attended to.

Mr. SMITH. What I want to get at is, is the outside of this vessel in a state of decay?

Captain Ross. The outside appears to be all right, above the water line. We are told by the naval officers that she is all right below the water line. She has sponsons, two on each side, for the training of guns. We propose to take those sponsons off. That is a matter of \$5,200.

Mr. TAYLOR. The removal of what—sponsons?

Captain Ross. Yes; sponsons. They are on the outside of the vessel, you know, so that you can fire the guns fore and aft. Our purpose in making out this estimate is practically to get a new vessel for the money. That is the plan. It would be obviously wrong to make a few minor repairs when the vessel ought to be repaired thoroughly throughout.

Mr. SMITH. This vessel is really larger than you need?

Captain Ross. No, sir; she is just about the size we need. Her length is 187 feet and 6 inches. The vessel we have at New York is 202 feet long, a larger vessel than this. The *Bancroft* is a vessel 32 feet beam. Her mean draft is 12 feet and 2 inches. Her displacement is 839 tons. Her speed per hour on trial was 14.37 knots. Her indicated horsepower on trial was 1,191. Her bunker capacity is about 141 tons. Her steaming radius at 10 knots per hour is perhaps 2,500 knots. She has an armament of 4 rapid-fire 4-inch guns, that we have asked to be transferred to us, and 8 3-pounder rapid-fire guns, 1 1-pounder rapid-fire, and 1 colt machine gun. Her complement is 10 officers and 138 men. Her contract price was \$250,000, and she was first commissioned March 3, 1893.

#### ENGINEER IN CHIEF.

Mr. SMITH. Now, go back to the general item of the Revenue-Cutter Service. I was absent when you commenced. Did you say why you wanted the words "engineer in chief?"

Captain Ross. I will tell you about that. The "captain of engineers" should be omitted. Since this estimate was made out Congress has passed a law abolishing the grade of captain of engineers and providing for a regular engineer in chief, so that will make the appropriation about \$2,500 less.

Lieutenant REINBURG. We always had an engineer in chief, but he was simply detailed. He had no commission as an engineer in chief.

Mr. SMITH. You had one captain of engineers before?

Captain Ross. Yes; and an engineer in chief. There have been a number of laws made by Congress on the subject, so that we got into the condition of having a captain of engineers and an engineer in chief, for which there was no good reason. So when the officer who held the position of captain of engineers—Captain Collins—died Congress passed a law abolishing the grade of captain of engineers and making the grade of engineer in chief, which is a Presidential appointment for four years; so that the expression there, "captain of engineers," should be omitted from the estimate.

Mr. TAYLOR. When was that act passed?

Captain Ross. About two months ago, I think.

Mr. SMITH. That was on the urgent deficiency act. When you made your estimates, did you include under this item this captain of engineers?

Captain Ross. Yes; because that officer was then living; and under the law we then had both officers.

Mr SMITH. How much ought that to be cut?

Captain Ross. The engineer in chief gets the same pay as a captain of engineers, so that it will only make a difference of a chief engineer. What is the pay of a chief engineer?

Lieutenant REINBURG. Twenty-five hundred and twenty dollars.

Captain Ross. It will make that difference—\$2,520.

#### SURGEONS.

Mr. SMITH. I notice you substitute the word "surgeon" for "surgeons," in this.

Captain Ross. We have there a "surgeon," and then we have "surgeons" right after. Do you see that?

Mr. SMITH. Yes.

Captain Ross. I will tell you how that came about. Congress passed a law some years ago giving us one surgeon. This man had made a trip to the Arctic for the relief of the whalers, and a bill was passed in Congress which made him a surgeon, with the rank of first lieutenant. He is in the Service to-day as a commissioned officer. As soon as he dies the office lapses.

Mr. TAYLOR. You mean to say that the act made the surgeon by name?

Captain Ross. Yes, sir; that is right—

Lieutenant REINBURG. For heroic services in Alaska.

Captain Ross. Now, the other surgeons are those that we have to employ once in a while.

Mr. SMITH. Would not this be more intelligible if it said "commissioned surgeon and contract surgeons?"

Captain Ross. That might be done to advantage.

Mr. SMITH. You would not approve of the style of a bill reading "surgeon and surgeons?"

Captain Ross. You could put that down "one commissioned surgeon" and the others as "contract surgeons." That would be clear.

#### INSTRUCTORS FOR CADETS.

(See also p. 90.)

Mr. SMITH. You are adding here "instructors for cadets?"

Captain Ross. The situation is this: In our school of instruction every one of the instructors is an officer in our Service, and we are very short of officers. We have not enough to man our ships properly, and we wish to obtain a couple of instructors, so that we may use the officers elsewhere. There is another disadvantage in connection with this matter. We usually permit an officer to stay on a station about three years. If you detail a man to teach mathematics, it is a pretty hard matter, when his time is up, in a small service like ours, to get another officer to take his place who is well

enough up in mathematics to instruct cadets. What we want is to utilize the officers on our ships and have a couple of permanent instructors.

Mr. SMITH. If this language is carried, you can employ just as many instructors as you want to.

Captain Ross. You will find later on the words, "Two instructors."

Mr. SMITH. Are they civilian instructors?

Captain Ross. Yes; that is the idea.

Mr. SMITH. If the committee should decide to give you this, there would be no objection to putting it in as "Two civilian instructors?"

Captain Ross. Precisely so; two civilian instructors.

Mr. TAYLOR. What about contract surgeons? Do you want that left in that shape?

Captain Ross. Yes, sir; we don't employ many contract surgeons. We have to do so once in a while. Surgeons of the Public Health and Marine-Hospital Service are detailed to a number of our vessels.

#### WARRANT AND PETTY OFFICERS.

Mr. SMITH. The language used to read "For pay of petty officers." It now reads "For pay of warrant and petty officers."

Captain Ross. Yes, sir; that means nothing at all, excepting in this respect: We have chief petty officers to whom we give what we call warrants. For instance, the boatswain, the gunner, the carpenter, and the chief oiler, when they have served the probationary term, are given appointments or warrants by the Secretary of the Treasury. They are practically chief petty officers, but we would like to call them warrant officers. They prefer to have that title, also.

Mr. SMITH. This means no increase in the personnel whatever?

Captain Ross. None whatever.

#### WATER TENDERS.

Mr. SMITH. I notice you include "water tenders?"

Captain Ross. Yes, sir; that makes no difference. That is simply a rate. We have had them for years on our ships. They are simply men employed in the engine department; that is all. It makes no difference in the appropriation whatever.

Mr. SMITH. Are they assigned to any duty excepting as water tenders?

Captain Ross. Those men are enlisted for service in the fire room. Each is a sort of a quartermaster in his department, if you can understand that expression, a man who has a general lookout and is a watchman, to see that everything goes right. When the vessel is running he keeps supervision of the water in the boiler—an important matter.

Mr. SMITH. Is "water tender" a proper name for them?

Lieutenant REINBURG. That is a technical name. The law permits us to employ such enlisted men as are necessary, and this is one of the ratings in our Service.

Captain Ross. We have been for years employing these men, and I think it would be advisable to put their rating down here so there will be no question about it.

Mr. SMITH. Do you draw that money in bulk and disburse it yourself?

Captain Ross. For the payment of the crews?

Mr. SMITH. Yes, sir.

Captain Ross. Our crews are paid by the collector of customs in the ports, and we transmit money from the Treasury Department for the payment of the crews of our vessels.

Mr. SMITH. And you have those accounts audited thereafter?

Captain Ross. Yes, sir; by the Auditor of the Treasury Department.

Mr. SMITH. Have these men been reported as water tenders heretofore?

Lieutenant REINBURG. They have been put on the pay roll as water tenders. You understand that the law says, "Chief petty officers and enlisted men." This is one of the grades of petty officers, so it does not evade the law at all. The captain thought it would look better to have everything in the estimate.

#### MAINTENANCE OF VESSELS.

Mr. SMITH. Now, the next new language you have are the words "For maintenance of vesesls in the." in the provision for the protection of the seal fisheries in the Bering Sea and the other waters of Alaska.

Captain Ross. I will tell you why that was changed. The old law read as follows: "For protection of the seal fisheries in Bering Sea and other waters of Alaska, and the interest of the Government on the sea islands and the sea-otter hunting grounds, and the enforcement of the provisions of law in Alaska."

Some time ago the Department of Commerce and Labor wanted to build some houses on the islands, and the matter came up in regard to taking the money out of our appropriation for that purpose. This was something, of course, that our Service had nothing to do with. Afterwards that plan was abandoned, because all we do up there is to maintain our own vessels. That is the reason we put it in specifically for the maintenance of our vessels in the waters of Alaska.

Mr. TAYLOR. So it could not be used for any other purpose?

Captain Ross. Yes, sir.

Mr. SMITH. Is that the same reason why you inserted the language with reference to the ports of New York and Chicago?

Captain Ross. Well, that is about the same. Of course we don't want to do anything else in the anchorage service except to detail vessels to enforce those laws.

Mr. SMITH. Have you any further explanation to give of this proposed omission: "And the interests of the Government on the seal islands and the sea-otter hunting grounds?" That is in this same connection.

Captain Ross. The appropriation should be for the maintenance of our vessels in the protection of the seal fisheries in Bering Sea and the other waters of Alaska and the enforcement of the provisions of the law in Alaska. That is about all we do up there. All the interests of the Government on the seal islands are under the control of the Department of Commerce and Labor.



Mr. TAYLOR. That is not the way it reads in the present bill. It reads: "And the interest of the Government on the seal islands and the sea-otter hunting grounds," and you want that stricken out.

Lieutenant REINBURG. In the last bill you had that language, and it is now stricken out.

Captain ROSS. We have nothing to do with any expense on the islands. We simply detail our vessels to patrol the sea. We want to avoid any question as to how our appropriation can be used. I think the wording is perfectly clear as we have now made it.

IMPROVEMENT OF DEPOT, ARUNDEL COVE, MARYLAND.

Mr. SMITH. I notice that you insert this:

For the improvement of the depot for the service at Arundel Cove, Maryland, purchased under authority of the act of March 3, 1905.

How much did you expect to expend in your estimates there?

Captain ROSS. Ten thousand dollars.

Mr. SMITH. You would have no objection, of course, to this being a separate item in the bill?

Captain ROSS. No, sir; for \$10,000. That would be perfectly satisfactory.

Mr. SMITH. If this language should come to be carried in this appropriation, would you have—I don't say you would—the power to build extensively without anybody knowing it?

Captain ROSS. So far as I am concerned I would rather have the matter itemized. That would be perfectly proper.

CONTINGENT EXPENSES.

Mr. SMITH. "Contingent expenses, including funeral expenses for the decent interment of officers and enlisted men." What have you to say as to that item?

Captain ROSS. That is something that has been in previous appropriation bills. I think during the past year we buried two men under that provision.

Mr. SMITH. Isn't it a fact that it was never in the law, but only in your estimates before?

Captain ROSS. It is in the previous appropriation. I am quite sure of that.

Mr. SMITH. I don't think you got the money. Is it not in the estimate, but not in the appropriation? I don't think you ever got an appropriation for this service before.

Captain ROSS. Yes; it is in the appropriation for last year.

Mr. SMITH. No; it was not in last year.

Lieutenant REINBURG. I think the Captain is mistaken. This must have been in his estimates.

Captain ROSS. Well, it may be that I am mistaken. I thought that that had been passed, which accounts for the language being in the estimates now. I will tell you the situation in regard to that matter, bringing up one case to show you how the thing works. In the past year I think we expended under \$50 for that purpose. There were two men that were going off to one of our vessels at Baltimore during the night; the boat capsized and both were drowned. When the

bodies were found there was apparently only the potter's field, but we thought it was not the place to bury two men from the Government service, and so they were interred in a suitable cemetery in Baltimore.

Mr. SMITH. What is the necessity of having it in this bill, if you are paying it right along without its being in?

Captain Ross. As I said, I thought it had been enacted into law. Of course that is really a contingent expense, anyhow. We have to bury our men.

Mr. SMITH. But now, if the Comptroller holds that this is covered by miscellaneous expenses at the end of the term, what is the necessity of putting this in?

Captain Ross. There is no necessity, only we would like to have these things distinctly stated. That is the point.

#### INCREASES IN THE ESTIMATES.

Mr. TAYLOR. I see that that increase is \$80,000, and I would like to know what makes this increase in the estimates for 1907 of that amount. Please explain the increase.

Captain Ross. I will explain every increase. We have, first, an increase of \$6,109 for the pay of officers for the reason that this year we will have more retired officers. That is simply to pay the salary of those retired officers. It is a small item.

Mr. SMITH. Have you a table of increases?

Captain Ross. Yes, sir.

Mr. SMITH. Please have it inserted in the hearings, so it may be printed.

Captain Ross. I will read it to you; it will only take a minute. The pay of the crews is increased \$37,516. That is on account of the commissioning of two new vessels we are building, which will be commissioned probably in the next year. Congress has also passed a bill for another vessel on the Pacific coast, a life-saving tug, last week, and of course we will have to man that vessel.

As to the rations of crews, there is an estimate of \$20,020 less than last year. The item was overestimated then, and we have now put it down at \$89,980.

"For pay of pilots, etc." That includes the amount put in for two instructors.

"For commuted rations of petty officers and others." Last year the estimate was \$3,300, an amount entirely too small. We have made it \$39,500 because of the mistake in the previous estimate. These figures are about our real needs in this respect.

Mr. SMITH. What are you putting in there for the pay of instructors?

Captain Ross. Two thousand dollars a year each.

I will show you about this matter of commuted rations. Our actual expenses for 1905 for commuted rations was \$34,980.77. I can not say just how much they will be this year, but for next year (1907) the expense of this item will fall not far short of \$40,000.

For commutation of quarters; that has been increased \$2,000 because the other amount was not deemed sufficient. The fuel has been increased \$10,000 on account of two ships that we expect to put in commission and also on account of the fact that it costs us more for fuel now than formerly.

The repairs have been increased \$10,000 because we haven't now money enough to carry out our general repairs.

The ship chandlery and engineers' stores have been increased \$55,000 because there was a mistake in the estimate for 1906. The ship chandlery and engineers' stores in 1905 cost us \$131,105.60. Those are the actual figures.

Mr. SMITH. What was your old estimate?

Captain Ross. Our old estimate was \$80,000. The \$10,000 for depot at Arundel Cove is for necessary facilities and improvements.

Mr. SMITH. Please hand that statement in and we will have it printed.

	1906.	1907.	Increase.	Decrease.
Pay of officers, active, retired, etc.	\$589,068	\$595,172	\$6,109	
Pay of crews	487,652	525,168	37,516	
Rations of crews	110,000	89,980		\$20,020
Pay of pilots, etc.	15,000	16,600	1,600	
Commuted rations of petty officers and others.	3,300	39,500	36,200	
Commutation of quarters.	10,000	12,000	2,000	
Fuel and water.	135,000	145,000	10,000	
Repairs	150,000	160,000	10,000	
Ship chandlery and engineer stores.	80,000	135,000	55,000	
Traveling expenses.	18,000	18,000		
Contingent expenses.	20,000	20,000		
Depot, Arundel Cove, Md.		10,000	10,000	
Total	1,618,015	1,766,420	168,425	20,020
Total increase			148,405	

#### SHIP'S WRITERS.

Mr. SMITH. I notice here an estimate for ship's writers, a new insertion. What are they?

Captain Ross. We simply take an enlisted man and make him a ship's writer, just the same as we enlist men and make them quartermasters or coxswains. We put it in that way to make it clear. We only have one in the Service.

Mr. SMITH. You do not intend to increase the force?

Captain Ross. No; we don't intend to increase the force. We have just one in the Service.

Mr. SMITH. We will pass now to page 27.

#### INSTRUCTORS FOR CADETS.

Captain Ross. I would like to suggest one thing here in regard to the two civilian instructors. We put them down for \$2,000 each. I think, after further consideration, that we could estimate the item as \$1,500 and \$1,800, so that instead of \$2,000 each it would be \$1,500 for one and \$1,800 for the other. Of course \$2,000 isn't a large annual salary. They will have to pay their board out of that and various expenses incident to the position, but I would be willing to call it \$1,500 and \$1,800.

#### REVENUE CUTTER FOR ALBEMARLE AND PAMLICO SOUNDS.

Mr. SMITH. Now, passing to the steam revenue cutter of the first class for the waters of Albemarle and Pamlico sounds, when you sent in your estimates you had this provision cut out, and you now send in a supplemental estimate.

Captain Ross. No; you are mistaken. First there was the \$100,000 to enable us to commence the work. Now, that vessel is being constructed, and we ask for \$75,000 to finish it.

Mr. SMITH. I beg pardon, but you did not send with your original estimate the estimate for \$75,000, but you sent in a supplemental estimate, did you not?

Captain Ross. Yes; but the amount authorized was \$175,000, and there was \$100,000 appropriated at first.

Mr. SMITH. I understand that perfectly, but—

Captain Ross. Then we put in this supplementary estimate.

Mr. SMITH. Why didn't you put it in in the fall with the regular estimates, as required by law?

Captain Ross. That is something about which I am not sure. I have been chief of the division of Revenue-Cutter Service for a year only, and when I came here \$100,000 had been appropriated and we were \$75,000 short.

Mr. SMITH. I don't think you were anything short. That was on account of the progress of the work. How soon will this vessel be done?

Captain Ross. It will be done next March, if the contractors live up to their agreement.

Mr. SMITH. Can you give us any reason at all why you did not send this in in the regular annual estimates as required by law? Do you not know that these estimates are required by law to be in here in the fall?

Captain Ross. Yes; I know that these estimates are, certainly—we got this in all right.

Mr. SMITH. I am asking you why you did not put this in with the regular estimates, instead of sending it in later.

Captain Ross. That is a matter that may have been overlooked, because, as I say, I have only been here a year, and when I came there was \$100,000 appropriated for that vessel and we were working on plans under that appropriation. My attention was called to the fact afterwards that \$75,000 ought to be appropriated for the completion of this vessel, and I then had the estimate made out. I think if there is any mistake I probably made it in that way. There was no other reason for doing it.

Mr. SMITH. The only point is, Captain, that it is very hard to follow these supplemental estimates, and of course the committee wants the law complied with so far as matters are within the knowledge of the estimating officer at the time he makes his original estimates.

Captain Ross. There is no person more willing to comply with the law than I am, but that is the reason why that thing happened. My attention was called to it and this estimate was made up. I was not familiar with the procedure when I came in.

Mr. SMITH. Will all of this balance be needed before the end of next year?

Captain Ross. It will all be needed. The cost of building the vessel will be \$167,500—that is, the contractor has bid that amount.

Mr. SMITH. I am not asking you about the amount; I am asking if all of it will be needed during the next fiscal year.

Captain Ross. Yes, sir; all will be needed during the next fiscal year.

## REPAIRS OF VESSELS.

(See also pp. 107, 108.)

Mr. SMITH. Now, the next item is at the bottom of page 27, and under this item you ask for \$312,869 for the repair of revenue cutters. Have you been having any repair appropriations heretofore of a general character?

Captain ROSS. Ordinary and minor repairs have been made under the general appropriation. I want to say in regard to that that this is the first time in six years that our Service has been run on the regular appropriation. Heretofore when an annual appropriation has been made for our Service we have been told that if the amount was not sufficient we would receive a deficiency appropriation, and in the past six years we have always gotten a special or a deficiency appropriation to help us out. This year the law was such that we had to confine ourselves to the regular appropriation, and this has been done, but the Service has been run in consequence under great disadvantages. We have not been able to make suitable repairs; in fact, suitable repairs have not been made in the past, so that we are now confronted with the necessity of making a lot of repairs if our vessels are to be kept in efficient condition. For this reason the special estimate was put in.

Mr. SMITH. You have no engineer corps?

Captain ROSS. Oh, yes; we have an engineer corps.

Mr. SMITH. Are they graduates of this school at Arundel Cove?

Captain ROSS. No, sir; we take the engineers directly from civil life. A good many of them come from technical colleges, and others from engineering works or steamship companies.

Mr. SMITH. This corresponds with the construction corps of the Navy, does it not?

Captain ROSS. The engineering department has reference only to steam engineering of our service—the machinery and boilers. We have a construction department also, which looks after the hulls of vessels, but that is apart from the steam machinery.

Mr. SMITH. The construction corps of the Navy conducts the whole of both of those lines of duty, does it not?

Captain ROSS. No, sir; they are separated. They have a construction department for the hulls and another department for the machinery.

Mr. SMITH. But they are all in one corps, called the construction corps, are they not?

Lieutenant REINBURG. You have reference perhaps to this merging of the line with the Engineer Corps that was made in 1899 in the Navy. They have abolished their engineering corps and merged it into the line, so that the line officers have to be engineers, but they still have to have the Bureau of Steam Engineering. The Bureau is separate entirely.

Mr. SMITH. So, in this respect, you may be said to follow the lines of the Navy.

Lieutenant REINBURG. On the same plan.

Mr. SMITH. Are these estimates with reference to the *Bancroft*, and the repairs to revenue cutters made by these two boards in your Service?

Captain ROSS. Yes, sir. Take the *Bancroft*, for instance; we appointed two boards, one of which had the examination and inspection of and made the estimates for the steam machinery, and the other

board, of the construction department, went through the vessel and made up the estimates for the hull, etc. But you will find that these estimates are under estimates rather than over, because, as you know, it is a very difficult thing to reach an exact statement as to the necessary repairs to a ship. You can not tell, until you actually commence on her, what you are going to find, because there are so many parts that are inaccessible upon first examination. Our experience is that it generally costs more than we estimate.

Mr. SMITH. How old are these vessels that you want three hundred and odd thousand dollars for?

Captain Ross. I will give you the age of every one of them.

Mr. TAYLOR. Before you do that you should strike out one vessel here, the *Hamilton*, which has been sold.

Captain Ross. Yes, sir.

Mr. TAYLOR. For what price?

Captain Ross. We got \$2,100, and the estimate for repairs to hull and machinery was \$28,125. That, however, proved to be a superficial estimate. We had the *Hamilton* again inspected, under more favorable conditions, by a board from the engineering and construction departments. They brought back word that it would cost nearer \$40,000 to repair the vessel, and she would then be old and more or less unreliable. The consequence was that we did not think her worth repairing.

Mr. TAYLOR. You think that you made money in the sale of the vessel for \$2,100?

Captain Ross. That \$2,100 goes into the purchase and building fund, and we have, perhaps, in that fund now twelve or fourteen thousand dollars which we are allowed to use for the purpose of purchasing or building vessels; but not for repairs.

Mr. SMITH. How many more worthless vessels like that have you on hand, in this list of vessels that have not been sold?

Captain Ross. There is none other worthless which we have recommended for repairs.

Mr. SMITH. That was practically worthless.

Captain Ross. Yes; the *Hamilton* was found to be so for our use; you might say that the bottom dropped out of her. We have a vessel called the *Woodbury*, that is on the coast of Maine, and she does some very good work for us. She was built in 1864. She cost originally \$92,000. From that time up to 1897 there had been spent \$88,295 on her for repairs.

Mr. SMITH. How much did you have in this estimate for her repairs?

Captain Ross. In this estimate we had, for the *Woodbury*, \$801.25 for the hull. You will find that her machinery and boilers are in bad condition, and in that respect she breaks down often. The *Woodbury* is a good wooden vessel, and she can be used for some time, if you give us the money to repair her.

Mr. SMITH. How much would she be worth when she was finished?

Captain Ross. How much would she be worth to the Government or the merchant service?

Mr. SMITH. How much would she be worth in the market?

Captain Ross. That is a pretty hard question to answer. She might not, after she was finished, bring \$20,000, because she might not be a vessel adapted to the merchant service. You see, the Gov-

ernment vessel and the merchant vessel are entirely different propositions; and when we sell a Government vessel it is difficult, as a rule, to get anything like a good price for her.

Mr. SMITH. Do you say that she is of any value?

Captain Ross. She is of good value. She cruises on the Maine coast, breaks out ice in the winter, and renders effective assistance to distressed vessels.

Mr. TAYLOR. What would you estimate her worth to be to the Government?

Captain Ross. I suppose she would be worth to us \$50,000 or \$60,000, at least. That would be her money value. Her value as a revenue cutter is something else.

Mr. SMITH. What would be her life from now on, in your judgment?

Captain Ross. She would run without difficulty, I imagine, for perhaps eight years. I say that offhand. Of course a vessel is always liable to have accidents. She has a great deal of difficult work to perform in breaking ice in harbors and channels on the Maine coast. When you shove a vessel into the ice you are liable to have trouble at times.

Lieutenant REINBURG. She is a wooden vessel, and a wooden vessel is better adapted for breaking the ice than an iron or a steel vessel.

Mr. SMITH. How many wooden vessels have you in this list?

Captain Ross. The *Woodbury*, *Bear*, *Dallas*, *Dexter*, *Rush*, *Hartley*, and *Arcata*—seven in all. The *McCulloch* and *Manning* are composite vessels. Their hulls are wood, but the other parts—the framework, etc.—are steel. Some of our launches are wood.

Mr. SMITH. Are you building any wooden vessels now?

Captain Ross. Yes, sir; we are building one.

Mr. SMITH. Is that for ice breaking?

Captain Ross. She is for ice breaking; yes; off the coast of Maine, in connection with her other duties.

Mr. SMITH. How many of these vessels of this line are actually out of commission, if any?

Captain Ross. Well, we have two vessels now out of commission, the *Bear* and the *Forward*.

Mr. SMITH. Why are they out of commission?

Captain Ross. The *Forward* is out of commission because we haven't money to repair her.

Lieutenant REINBURG. The *Bear*, too.

Captain Ross. Now, to show you regarding the repairs to the *Forward*. We have here for the hull of the *Forward* \$3,406.25. I did not feel satisfied in regard to that matter, and so I had detailed a regular board to examine her. That board consisted of our superintendent of construction and constructor, two very capable officers, who made a thorough examination and stated that it would cost \$14,825 to put her hull in shape. They found rotten timber and other defects that had not been reported before. So that goes to show the difference between estimates. The last board, of course, had better facilities for inspecting her.

Mr. SMITH. Out of what appropriation have you paid repairs in the past year?

Captain Ross. Out of the general appropriation.

Mr. SMITH. There seems to be none until last year.

Captain Ross. I can tell you exactly how much repairs we have done this year.

Mr. SMITH. Please answer my question. You didn't have any appropriation until last year?

Captain Ross. No special appropriation; perhaps not.

Mr. SMITH. What were you paying it out of?

Captain Ross. We are working it out of this appropriation—the general appropriation.

Mr. SMITH. Out of this large appropriation?

Captain Ross. Yes; out of the large appropriation.

Mr. SMITH. Under what language in that provision are the repairs paid for?

Captain Ross. It simply says "Repairs" in this present appropriation bill; formerly "Repairs and outfits." We omitted the "outfits," as they are included under another head.

Mr. SMITH. Isn't it a fact that almost always your repairs have been included in this big item?

Captain Ross. What repairs we have made, with the exception of those which have been specially appropriated for, are included in that item.

Mr. SMITH. How long since is it that you have had a special appropriation?

Captain Ross. Last year; I will read that to you. In the fiscal year 1905 our repair bill was \$106,765.61. There was in that year a special appropriation for extraordinary repairs to the *Bear*, *Manning*, *Woodbury*, and *Thetis* of \$61,288.97, which, taken from the first item, shows that we expended only a little over \$45,000 for general repairs that year.

Mr. SMITH. You say that was a separate appropriation?

Captain Ross. A separate appropriation; that was a deficiency appropriation.

Mr. SMITH. Notwithstanding you spent so much for the *Bear* and the *Woodbury*, they still need general overhauling?

Captain Ross. They still need general overhauling. The *Bear* has to have her engines and machinery completely overhauled. There is no question about that at all. She has been up in the Arctic year after year, has done a great deal of important work there, and we now have to lay her up. She was just able to get back to San Francisco last year.

Mr. SMITH. How much did you spend on the *Bear* and the *Woodbury* within two years?

Captain Ross. Well, I haven't got that, but I have the repairs to the *Bear*, the *Manning*, and the *Woodbury*, which amounted to \$31,288.97.

Lieutenant REINBURG. About \$23,000 of that was for the *Manning*, because of accident. She ran ashore off the coast of California in a fog, got on the rocks, and it cost over \$20,000 to repair her.

Mr. SMITH. About what is the average cost of these steel vessels that you use?

Captain Ross. The cost of our steel vessels varies considerably. I have a list of their original cost here and I will give it to you. This will show you how the cost varies. In 1895 the *Gresham* cost \$174,711.20. A vessel of practically the same size in 1900 cost \$241,995.52.

Mr. TAYLOR. What vessel is that?



Captain Ross. The *Mohawk*.

Mr. TAYLOR. The same class of vessel?

Captain Ross. Yes, sir.

Mr. TAYLOR. And about the same size?

Captain Ross. About the same size; the hulls are precisely the same. The *Tuscarora*, which is a smaller vessel, cost \$173,341.38. It required more than \$8,000 over and above the original appropriation to complete her.

Mr. TAYLOR. What year?

Captain Ross. That was in 1900. The vessel we are now building for the coast of Maine will cost \$200,000 or over. The contract for the hull and machinery is \$189,797. She is a wooden vessel, however, and it costs less money to build a wooden vessel than a steel one. The hull contractors are having a lot of trouble with this vessel. We have a penalty clause of \$20 a day for time over that specified in the contract, and that vessel was to be done last October. She will not be launched until next June.

Now, here is the *Onandaga*, which is the same class of vessel as the *Gresham* and the *Mohawk* and which was built for \$199,996.37—in round numbers, \$200,000.

Mr. TAYLOR. In what year?

Captain Ross. In 1897. She was built on the Great Lakes.

Lieutenant REINBURG. She was built cheaper because they built two of them alike, using the same patterns, which made the price less.

Captain Ross. Take the vessel for the Pamlico and Albemarle sounds. The lowest bid on that was \$167,500, the appropriation being \$175,000.

Mr. TAYLOR. Where is that vessel being built—the new revenue cutter for the Albemarle and Pamlico sounds?

Captain Ross. Wilmington, Del., by the Pusey & Jones Company.

Mr. TAYLOR. What vessel was that that you built on the Pacific coast a few years back?

Captain Ross. We sent the *Manning* out on the Pacific coast. The *Mohawk* was really built for that coast, but as soon as we sent the *Manning* out there we retained the *Mohawk* on this side.

Mr. TAYLOR. Where was the *Mohawk* built?

Captain Ross. At Richmond, Va., by the Triggs Company, which failed during the process of her building. We had a great deal of trouble with that vessel.

Mr. SMITH. Will you kindly hand in the list of vessels that you are building, together with the cost attached, to be published in the hearings?

Captain Ross. Yes, sir. These are modern vessels.

#### REVENUE CUTTERS BUILDING.

No. 14. Revenue steamer for coast of Maine:		
Amount authorized by Congress	-----	\$200,000
Contract price	-----	189,797
No. 15. Revenue steamer for Albemarle and Pamlico sounds:		
Amount authorized by Congress	-----	175,000
Contract price	-----	167,750

In addition to the contract price for these vessels, it is necessary to expend from the respective appropriations sums required for advertising for proposals and the preparation of plans and specifications for the vessels, etc.

Mr. SMITH. What is the total cost, if you know, of all the vessels now in commission—the original cost, as distinguished from the repairs?

Captain Ross. Well, I can give you the original cost. I can not give you the total offhand.

Mr. SMITH. I suggest that you furnish that total. We don't want too many details in this hearing, so you can furnish the total.

Captain Ross. The total of the original cost of all our vessels. We can do that without any trouble.

Total original cost of vessels in Revenue-Cutter Service. (built at various times from 1864 to 1903), \$3,119,645.24.

Mr. SMITH. Have you got in the documents here an itemized estimate of the cost of these repairs?

Captain Ross. Yes, sir; an itemized estimate of all repairs—everything we want done at this time.

#### INSTALLING WIRELESS TELEGRAPH SYSTEM.

Mr. SMITH. The next item is for installing in 12 vessels of the Revenue-Cutter Service the wireless telegraph system, \$35,000.

Captain Ross. In relation to that matter I will say that merchant steamers nowadays, nearly all of them, and all naval vessels, have wireless telegraphy. When you consider that our vessels go outside to search for derelicts and remove obstructions from the paths of commerce and assist vessels in distress it is of the utmost importance that they should be provided with wireless telegraphy. A revenue cutter will go out for a derelict and may not be able to find it, and a steamer coming in will have seen that derelict some place, and by the system of wireless telegraphy we can communicate with that vessel and locate and remove the obstruction. In these times we ought to be up to date in all of those things.

Mr. SMITH. Is it as practical to use wireless telegraphy on small boats as it is on large ones?

Captain Ross. Oh, yes; they use it on tugboats.

Mr. SMITH. What is the method of getting in communication?

Captain Ross. I am not an expert in wireless telegraphy. There are a number of methods, and an international congress will be held in June in Berlin for the purpose of systematizing communication between the various methods.

Mr. SMITH. Is it not a fact, however, that usually on land it is by the erection of high towers?

Captain Ross. Yes, sir; high poles or towers.

Mr. SMITH. How is it done on board ship in that respect?

Captain Ross. They spread their apparatus between the masts.

Mr. SMITH. For that reason, is it as feasible on small boats as on large ones?

Captain Ross. I think so, because on many tugs they have it. They have been using it for years on tugs.

Mr. SMITH. Your masts are nearly as high as on the big vessels?

Captain Ross. Yes, sir. They have the system on tugs which ply up and down the coast.

Mr. SMITH. How are they able to have a tower high enough?

Captain Ross. They stretch the apparatus, as I have said, between the masts. The seagoing tugs have, generally, two masts.

Mr. SMITH. Is not the success of the wireless telegraph due in part to the height of these masts?

Captain Ross. I think so.

Lieutenant REINBURG. The heights they use in the Navy are regulated by the height they can carry under the Brooklyn Bridge, which is about 120 feet. Of course, they have limits, but with certain exceptions the higher the tower the further they can send the waves in space, but it is not entirely regulated by that. The distance you can project those waves varies as the square of the height of the tower; in other words, if you have a tower of the height of one, we will say, it will project a wave 1 mile, and if you make that tower two, or double the height of the first one, will will say, it will project that wave 4 miles, or, I will say, that a tower twice as high will project a wave four times as far. That is the law in relation to the matter. The naval ships have communicated as far as 2,000 miles with a height of 120 feet.

Mr. SMITH. How high would it be feasible upon the 12 vessels that you have in contemplation?

Lieutenant REINBURG. About 60 or 75 feet from the deck, which would be ample for all communication that we would want. Our communication would hardly extend over 100 miles—200 miles at the outside—in time of peace.

Mr. SMITH. And you say that the height of your mast is ample for the area you would have any use for?

Lieutenant REINBURG. Oh, yes. With a mast 30 feet high we could send the waves 100 miles.

Captain Ross. We notice the need of this wireless system all the time.

Mr. SMITH. I would like to ask you where you get an estimate of \$35,000, which you think will give you sufficient money to equip 12 of these vessels?

Captain Ross. Of course there are a number of systems. The cost varies from \$2,000 to \$3,000 for the installation of a system. We have about 12 vessels—I mean first-class vessels—and \$35,000 would be about the right amount. The installation will cost between \$2,000 and \$3,000 for each vessel; the best being, say, \$3,000. That makes \$35,000, as near as you can get at it, for 12 vessels.

#### REPAIRS TO VESSELS (AGAIN).

Mr. TAYLOR. I want to know if you have your repairs and building of vessels done by contract?

Captain Ross. Yes, sir. If we have a vessel to repair, we usually get out plans and specifications, and we ask the shipbuilding firms to bid.

Mr. TAYLOR. You say "usually;" do you ever do it any other way?

Captain Ross. Once in a while we take a vessel that needs minor repairs to our depot at Arundel Cove, Md. We can make some repairs there with our own people. There have been occasions when we have sent vessels to navy-yards, but we find it always costs us more to get repairs done there than on the outside, and so we rarely go to navy-yards.

Mr. TAYLOR. Do you give opportunity to everybody in the country to bid?

Captain Ross. Yes, sir; to those in all parts of the country.

## COMPENSATION OF OPERATORS FOR WIRELESS TELEGRAPH SYSTEMS.

Mr. SMITH. The next item is for compensation of 12 operators.

Captain Ross. We calculated that at \$800 a year for each operator. That is about what we pay our warrant officers. The operators should be men who are up in electricity, and of course they must be so, as they would have other electrical appliances on board ship under their supervision.

Mr. SMITH. How long does it take to install this service?

Captain Ross. I suppose it could be put on one vessel in two weeks.

Mr. SMITH. So that if this appropriation is allowed you would be able to get these 12 installations made so as to have them practically in the year?

Captain Ross. We would have them in in a shorter time. We would have the system installed on one vessel, and then on another, as circumstances permitted, and finally equip all vessels of the first class.

Mr. SMITH. Would you need the entire year's pay for these men, assuming that \$800 is the proper salary? Would you need all of that?

Captain Ross. I don't think we would need all of that for the full year. Of course, it is better for us to have it. If we started right in, for instance, the money under this appropriation would be available on the 1st of July. Of course, we could not install the wireless apparatus on every vessel at the same time, because we can not withdraw all vessels from their duties at once, but we would have to take one or two vessels and have it installed upon them, and then bring in others for that purpose. The \$800 per year would not all be expended unless we enlisted all of the operators in the beginning, but I think it would be better to put the whole of that item in. It is a very important matter, and we ought to have that money and be able to enlist desirable men at the start to be present when the installations are made. It would be a great advantage to them and to the service.

## REPAIRS OF VESSELS (AGAIN).

I hope that I have gone into the matter of repairs in proper detail, because it is a very important thing to us. We dislike to send a vessel out and fear every moment that she is going to break down. Some time ago we had to send the *Rush* out from Sitka, Alaska, to search for a merchant steamer called the *Dora*. The boilers of the *Rush* were in bad condition and had to be looked after just before she sailed. It keeps us on pins and needles when we know that vessels are out at sea in a condition of that kind.

Mr. TAYLOR. Have you stated anywhere in your estimate and report what vessels you would prefer to have left off?

Captain Ross. I have a list here, if there is to be any cutting down.

Mr. TAYLOR. If there is to be any cutting down, have you a list to show where you wish it cut down?

Captain Ross. Of course, I should prefer not to see any cutting of the estimates, but if a cut is necessary, I have a memorandum here.

Mr. SMITH. I suggest that you put a list in of these vessels in the order of their importance. Isn't it entirely feasible for you to give a list of the vessels in the order of their importance?

Captain Ross. Yes; I think that may be feasible.

Mr. SMITH. I will be glad to have you furnish that.

Captain Ross. On many of our vessels there are repairs which are absolutely necessary and we can not get along without them; but there are some items, I suppose, which could be struck off and temporarily deferred. I presume if we are permitted to have any money for repairs it will be in bulk, will it not?

Mr. SMITH. Probably so.

Captain Ross. Of course if that is the case—but I will get up a memorandum for you so you can see what the situation is. I want to say that I don't know of a service that is run with greater care in regard to the expenditure of money than the Revenue-Cutter Service. The total amount of money that we have asked for for repairs to hulls and machinery for all our vessels is not more, I venture to say, than the cost of repairs often put upon one naval cruiser.

*Summary of special estimate for repairs.*

REPAIRS TO HULLS.

	Original estimates.	Might be deferred until next year.
Arcata <sup>a</sup> .....	\$300.00	\$300.00
Algonquino .....	881.25	
Apache <sup>a</sup> .....	5,375.00	
Bear .....	58,750.00	20,000.00
Calumet <sup>a</sup> .....	187.50	187.50
Dallas .....	8,093.75	2,500.00
Dexter .....	2,500.00	1,000.00
Fessenden .....	9,375.00	
Forward .....	3,408.25	
Golden Gate <sup>a</sup> .....	2,762.50	
Grant .....	8,750.00	
Gresham <sup>a</sup> .....	2,656.25	1,000.00
Hamilton .....	7,625.00	<sup>b</sup> 7,625.00
Hartley .....	202.50	
Hudson <sup>a</sup> .....	187.50	187.50
MacKinac <sup>a</sup> .....	500.00	500.00
Manning <sup>a</sup> .....	1,441.25	
Manhattan .....	287.50	
McCulloch <sup>a</sup> .....	6,437.50	
Mohawks .....	125.00	125.00
Morrills .....	4,681.25	2,600.00
Onondaga <sup>a</sup> .....	6,856.25	
Perry .....	3,750.00	
Rush .....	1,687.50	
Seminole <sup>a</sup> .....	1,743.75	
Tucarro <sup>a</sup> .....	475.00	475.00
Winnisimmet <sup>a</sup> .....	187.50	187.50
Winona <sup>a</sup> .....	5,881.25	3,000.00
Wisahickon <sup>a</sup> .....	1,687.50	1,350.00
Woodbury .....	801.25	
	147,195.00	41,037.50
	41,037.50	
	106,157.50	

REPAIRS TO MACHINERY.

Algonquino .....	\$5,900.00	\$1,500.00
Apache <sup>a</sup> .....		
Bear .....	18,800.00	
Gresham <sup>a</sup> .....	4,350.00	
Manning <sup>a</sup> .....	5,400.00	900.00
McCulloch <sup>a</sup> .....	7,100.00	1,900.00
Mohawks .....	1,600.00	
Onondaga <sup>a</sup> .....	8,800.00	1,600.00
Rush .....	17,700.00	2,000.00
Seminole <sup>a</sup> .....	4,800.00	1,300.00

<sup>a</sup> Modern vessels.

<sup>b</sup> Not now necessary; *Hamilton* has been sold.

*Summary of special estimate for repairs—Continued.*

## REPAIRS TO MACHINERY—Continued.

	Original estimates.	Might be deferred until next year.
Tuscarora <sup>a</sup> .....	\$1,400.00	
Dallas.....	11,000.00	\$8,000.00
Fessenden.....	14,000.00	
Forward.....	13,400.00	
Hamilton.....	20,500.00	<sup>b</sup> 20,500.00
Morrill <sup>a</sup> .....	2,500.00	
Perry.....	1,074.00	
Windom <sup>a</sup> .....	3,800.00	
Winona <sup>a</sup> .....	1,500.00	
Woodbury.....	14,500.00	1,200.00
Arcata <sup>a</sup> .....	800.00	800.00
Calumet <sup>a</sup> .....	350.00	
Golden Gate <sup>a</sup> .....	7,800.00	
Hudson <sup>a</sup> .....	800.00	
Penrose.....	3,200.00	
Tybee <sup>a</sup> .....	300.00	
	165,674.00	39,700.00
	39,700.00	
	125,974.00	

<sup>a</sup> Modern vessels.<sup>b</sup> This not now necessary; *Hamilton* has been sold.

## RECAPITULATION.

Total of original estimates for hull and machinery.....	\$312,869.00
Total of deductions.....	80,737.50
Total.....	232,131.50

Mr. SMITH. In the general item of expense of your service how much of that item is for repairs in your estimate?

Captain Ross. The amount is \$160,000, but in the last year or two we have not expended much over \$50,000 a year from the regular appropriation for repairs. As I told you, this year we are running the service on the original appropriation without any deficiency, and we have but a little money to use for that purpose. We simply are struggling along to make both ends meet.

Mr. SMITH. In making up your estimates for this year, if we give you what you ask for you would have \$160,000 estimated in that big item for repairs as well as this \$300,000 asked for for repairs.

Lieutenant REINBURG. These repairs that occur during the year?

Captain Ross. Yes, sir; \$160,000 is for the repairs that come up from day to day during the year. The special estimate is for those repairs immediately necessary.

Mr. SMITH. I understand.

Captain Ross. As I say we haven't asked for more than it takes ordinarily to repair a cruiser or a battle ship. One of our first-class vessels costs from four to five thousand dollars a month to operate, according to the duty she is on, and a battle ship costs perhaps \$600,000 a year to maintain, so I do not think we are asking for too much.

THURSDAY, *April 19, 1906.*

## BUREAU OF ENGRAVING AND PRINTING.

(See also p. 120 and H. Doc. No. 728.)

### LABOR AND EXPENSES OF ENGRAVING AND PRINTING.

#### STATEMENT OF THOMAS J. SULLIVAN, ASSISTANT DIRECTOR, BUREAU OF ENGRAVING AND PRINTING, WASHINGTON, D. C.

The CHAIRMAN. What is your position in the Bureau of Engraving and Printing?

Mr. SULLIVAN. Assistant Director of the Bureau of Engraving and Printing. I have been requested by the Director to represent him before the committee this morning.

The CHAIRMAN. Who prepared these estimates?

Mr. SULLIVAN. The accountant of the Bureau, under my direction.

The CHAIRMAN. What did he use as a basis for estimating the amount necessary for this service during the coming fiscal year, the present appropriation, the existing expenditure, or what?

Mr. SULLIVAN. He used, first, the estimates of the Treasurer of the United States for the quantity of notes and certificates that he would need during the fiscal year; of the Comptroller of the Currency for the quantity of national-bank notes that he would need during the fiscal year; of the Commissioner of Internal Revenue as to the number of revenue stamps that he would need during the fiscal year, and the estimate of miscellaneous officers as to miscellaneous work, such as checks, drafts, and work of that kind. Upon that basis and adding to the amounts expended from the appropriations for the last year, the percentage of increase indicated by the estimates of the amount of work required, we reached the amounts which will be needed for the items of compensation of employees and materials and miscellaneous expenses. The amount needed for the item, wages of plate printers, is based on the piece rates paid to printers.

### LABOR AND EXPENSES.

The CHAIRMAN. The first item is for labor and expenses of engraving and printing, for which you estimate for the coming fiscal year \$1,188,664, an increase over the current appropriation. Will you state the cause of this increased estimate?

Mr. SULLIVAN. The cause of that increased estimate is the fact that the quantity of work to be produced during the fiscal year that we have under consideration is 196,958,610 impressions as against 178,352,337 impressions for the last fiscal year. That is a little over 10 per cent increase, the increase being 18,606,273 impressions, which at the rate of cost per thousand impressions for 1905 will produce the amount that is asked for in excess of the last appropriation.

The CHAIRMAN. Then the estimate of the Secretary of the Treasury and the Comptroller of the Currency, the Commissioner of Internal Revenue, and the miscellaneous officers as to checks, drafts, etc., shows that there will be this increased number of impressions, which

will involve a corresponding increased cost of labor and other expenses?

Mr. SULLIVAN. Yes, sir.

The CHAIRMAN. In order to do the work?

Mr. SULLIVAN. Yes. Just at this point I want to call your attention to the fact that that was the basis on which the estimates were submitted to Congress. Since then the Treasurer of the United States has represented to the Secretary of the Treasury that it is impossible for him to transact the business of his office without an increase in the number of silver certificates, particularly ones and twos. He has not been able to supply the demand for one and two dollar notes, and the Secretary has therefore ordered us to give him 8,000 impressions a day additional. We have started on this increased delivery, and have written a letter, that is now before the committee, showing what will be necessary in the way of a deficiency appropriation for this year. That increase of expenditure must of course enter also into the next year's appropriation.

The CHAIRMAN. Is that not due entirely to the fact that the demand for these notes is so great that the Treasurer is obliged to ship them out almost as soon as they come from the Bureau of Engraving and Printing, and that they do not have time to mature?

Mr. SULLIVAN. There is something in that, probably to a slight extent, but I do not think that is the whole cause of it.

The CHAIRMAN. How long ought a note, a bank note, to be retained in the Treasury, or elsewhere, before being placed in circulation in order that that it may not be destroyed?

Mr. SULLIVAN. The longer you leave it, say sixty to ninety days, the better, making it a better seasoned note in every way; but the notes that we are delivering now are pretty well seasoned. We hold them for nearly sixty days going through the different processes, but the demands upon the Treasurer have been so great that he has had to issue them almost as soon as he gets them. Of course we ought to have a sufficient amount of money to lay up a good stock; still I think the demand is the result of the business conditions of the country. The business conditions are such as to require this amount of money; that is indicated by the fact that we never had such a demand as we are having now for internal-revenue stamps. In all my experience I never saw anything equal to the demand for internal-revenue stamps at the present time. We have furnished stamps beyond the estimates of the Commissioner, and with the bank notes it is the same way; we have delivered beyond the estimates of the Comptroller. So that those things indicate that the demand for the one and two dollar bills is a natural and legitimate demand of the business of the country.

The CHAIRMAN. Can you explain to us why you have recommended omitted, in this first paragraph, the words "provided that no portion of this sum shall be expended for printing United States notes or Treasury notes of larger denomination than those that may be canceled or retired," and so forth?

Mr. SULLIVAN. That is a matter affecting the policy of the Department, and of course it is a matter about which I have no knowledge.

The CHAIRMAN. You have no knowledge as to the reasons why they want this language omitted?

Mr. SULLIVAN. No, sir. My province is in connection with the



mechanical part of producing these notes and certificates. As to the policy of the Department I do not know; I am not informed.

Just at this point, Mr. Chairman, I would like to say to you that we want, for the additional amount of notes that I have spoken to you about, an increase in that item.

The CHAIRMAN. How much do you recommend that it shall be increased?

Mr. SULLIVAN. We want to increase it \$13,900.15. Then, of course, there comes off \$157,415 which you transferred to the legislative bill. That will make that item \$1,044,548 for the compensation of employees, the actual amount of the estimate after adding the amount for the additional work and deducting \$157,415 from the total.

Mr. SMITH. There is a matter that is not clear to me about this item. You have been printing postage stamps down there?

Mr. SULLIVAN. Yes, sir.

Mr. SMITH. The Post-Office appropriation bill carries the money to pay for that work?

Mr. SULLIVAN. Yes, sir.

Mr. SMITH. I wish you would explain to the committee how it is that in some cases this work is covered by appropriations to the Department for which the work is to be done, while in other cases the appropriation is made to you in place of the Department.

Mr. SULLIVAN. The explanation is this: For all work which appertains to the Treasury Department proper, such as silver and gold certificates and United States notes, national bank notes and internal-revenue stamps, checks, drafts, etc., the appropriation is made by Congress directly to the Bureau. For postage stamps, the principal item, and for items that appertain to the Insular Affairs of the War Department the appropriation or the necessary money comes from other sources. We render bills for the actual amount of work delivered, at specified rates, and that amount of money is transferred on the books of the Treasury Department to the credit of the appropriations for the Bureau.

Mr. SMITH. So that you have for this purpose of labor and expense of engraving and printing in your estimate a very considerable sum, usually in excess of the amount appropriated?

Mr. SULLIVAN. Yes, sir.

Mr. SMITH. About how much, for instance, under this item?

Mr. SULLIVAN. Under this item we have \$257,221.84.

Mr. SMITH. That is for the last fiscal year?

Mr. SULLIVAN. No, sir; that is estimated for the fiscal year that we are now considering.

Mr. SMITH. That is, you make that estimate to the Post-Office Department.

Mr. SULLIVAN. We estimate that we will do that amount of work, and will be repaid for it, so that in a way our appropriation answers as a sort of capital and we do the work, make the expenditure, and then we are repaid for the expenditure.

Mr. SMITH. But you practically use both this money and the other money by the end of the fiscal year?

Mr. SULLIVAN. Yes, sir.

Mr. SMITH. Does that same situation of affairs apply to most of these other items?

Mr. SULLIVAN. To all three items, because the accounts that are rendered for the work done must be divided between the three appropriations for compensation of employees, for plate printing, and for the materials which are used in the execution of this other work.

Mr. SMITH. In that connection then I think it might be well if you would give us the aggregate amount that you estimate that you will receive in the Bureau of Engraving and Printing from all Departments and from all other sources than your own appropriation.

Mr. SULLIVAN. I will have to put down the three items and aggregate them.

Mr. SMITH. You might give us the other two items and we can aggregate it at our leisure.

Mr. SULLIVAN. For plate printing under the item for wages of plate printers the repayments are estimated at \$79,625.68.

The CHAIRMAN. Estimated for the year 1907?

Mr. SULLIVAN. Yes, sir. For materials and miscellaneous expenses the repayments are estimated at \$144,891.98.

The CHAIRMAN. Do these Departments that reimburse for work done pay the amount of that work out of appropriations made specifically for that purpose?

Mr. SULLIVAN. Yes, sir; made specifically for that purpose. For instance, the postage stamps are paid for from the appropriation for the manufacture of adhesive stamps.

The CHAIRMAN. Does that appropriation expressly provide that it should be paid to the Bureau of Engraving and Printing?

Mr. SULLIVAN. No, sir; the appropriation is the ordinary appropriation.

Mr. SMITH. As a matter of fact, this heading "Engraving and Printing" means engraving and printing for the Treasury Department.

Mr. SULLIVAN. For the Treasury Department, mainly; but is hardly confined to that, because there are some miscellaneous items that are done for other Departments which we include in our estimate of work to be done that are not repaid for. The main item now that is repaid for is the postage-stamp item.

Mr. SMITH. Give us an illustration of those that are not paid for and that are not for the Treasury Department.

Mr. SULLIVAN. We include in our estimates certificates for the Pension Office, post-office warrants, post-office transfer drafts, transportation requests, passports, army officers' commissions, naval officers' commissions, commissions for attorneys and marshals, Presidential commissions, letter heads and book labels for Library of Congress, letter heads for Senate and House office buildings, cards of admission to Senate and House galleries, and portraits of deceased Members of Congress. All these items are put in this estimate to be provided for out of this appropriation, and are not repaid for.

Mr. SMITH. I thought it was the custom where a Member of Congress died for us to specifically appropriate the money.

Mr. SULLIVAN. That has been abandoned, and it has been included in our estimates.

The CHAIRMAN. Do you also do engraving work for the Departments, individual members of the Departments, and bureaus?

Mr. SULLIVAN. No, sir; we do no work of that kind.

The CHAIRMAN. Have any of these Departments engravers that do work of that kind?

Mr. SULLIVAN. I do not know.

The CHAIRMAN. Is there any engraving done outside of your Bureau?

Mr. SULLIVAN. I think there is engraving done in the Coast and Geodetic Survey, and the Geological Survey.

The CHAIRMAN. Yes; there is in the Geological Survey, but that is in connection with that service?

Mr. SULLIVAN. And the Patent Office.

The CHAIRMAN. And in the Hydrographic Office of the Navy Department?

Mr. SULLIVAN. Yes.

Mr. TAYLOR. The Patent Office has something, you say?

Mr. SULLIVAN. I think they have something, but just what it is I do not know.

Mr. TAYLOR. You do not do anything for the Patent Office, do you?

Mr. SULLIVAN. We engrave the blank forms of letters patent.

Mr. SMITH. Then you do engraving work for the inaugural ball?

Mr. SULLIVAN. Yes; that we are repaid for.

Mr. SMITH. Who pays you?

Mr. SULLIVAN. The inaugural committee.

Mr. SMITH. You do, then, some private work?

Mr. SULLIVAN. We do not consider that private work.

Mr. SMITH. The inaugural committee has no legal status, has it?

Mr. SULLIVAN. No; but by long-established custom it is recognized as a semiofficial organization, and we have always done work for it as a matter of accommodation.

Mr. SMITH. You also usually make engravings of Cabinet officers, do you not?

Mr. SULLIVAN. Yes; that is a matter of historic interest. We have a complete series of Secretaries of the Treasury, and we have a complete series of Cabinet officers going back, I think, as far as the Hayes Administration; and that has been done as a matter of historic interest.

The CHAIRMAN. Is it limited to Cabinet officers?

Mr. SULLIVAN. Yes, sir.

Mr. SMITH. Upon whose direction was it originally done?

Mr. SULLIVAN. By direction of the Secretary of the Treasury.

Mr. SMITH. So it was under a Treasury Department order and a Treasury Department expense?

Mr. SULLIVAN. Absolutely. We could not make a line of engraving without orders of the Secretary of the Treasury.

#### WAGES OF PLATE PRINTERS.

The CHAIRMAN. I want to get the amount of this second item. I notice that you estimate for the coming fiscal year under the second item, for wages of plate printers at piece rates to be fixed by the Secretary of the Treasury, and so forth, an increase of the current appropriation. The current appropriation is \$1,250,000, and you recommend \$1,363,616.

Mr. SULLIVAN. That is a matter of simple computation. The estimates of these officers that I have named multiplied by the rates which we pay the plate printers. For instance the item of United States note and certificate backs. We compute at \$7 a thousand impressions.

The CHAIRMAN. And this increase results from the increased work,

which from the estimates furnished you by the different bureaus of the Treasury Department will have to be done during the next fiscal year?

Mr. SULLIVAN. Yes, sir. You see that it is an absolute index of that increase because it is the number of impressions we have estimated for multiplied by the price which we have to pay the men, and the necessary additions for assistance and other items, bringing the actual total.

The increased work which I have spoken of will also involve an increase in this item, ascertained in exactly the same way, of \$18,401.53.

Mr. SMITH. That is on the second item.

Mr. SULLIVAN. Yes, sir; wages of plate printers. That will bring the item up to \$1,382,017.

Mr. SMITH. This is the piecework item?

Mr. SULLIVAN. Yes, sir.

Mr. SMITH. I want to ask you if your estimates include any increase of rates per piece.

Mr. SULLIVAN. No, sir.

Mr. SMITH. How long has the rate per piece remained stationary in this branch?

Mr. SULLIVAN. For about twelve years; then the change was a reduction in the rates.

Mr. SMITH. What do you say now as to whether these piecework rates as now established conforms to this requirement of the law that it shall not exceed the usual pay for work of a similar character outside of the Bureau of Engraving and Printing?

Mr. SULLIVAN. I think they fairly conform to that requirement.

Mr. SMITH. Neither above or below the outside price?

Mr. SULLIVAN. They are as close as we can approximate them.

#### MATERIALS, AND MISCELLANEOUS EXPENSES.

Mr. SMITH. You ask for engravers' and printing material, except "distinctive paper."

Mr. SULLIVAN. Yes, sir.

Mr. SMITH. Why is distinctive paper excluded from this item?

Mr. SULLIVAN. For the reason that the purchase and the custody of distinctive paper is in the hands of the Secretary of the Treasury as a check upon the Bureau of Engraving and Printing. If we were permitted to have absolute control of that item the theory is that we might do as we pleased about printing these issues. But this check prevents us from getting a sheet of that distinctive paper without requisition on the Secretary of the Treasury and a direct charge to us of the number of sheets that are issued.

Mr. SMITH. In view of the fact that this excludes all of the more valuable paper, I wish you to state what the principal items contained in this estimate for material are.

Mr. SULLIVAN. It includes dry colors—blacks and greens and blues—various colors from which the inks are made, amounting to \$236,582.57; textiles—that is, the blanket used by the printers on their presses, a very fine blanket—amounting to \$9,2287.16.

Mr. SMITH. How many other important items.

Mr. SULLIVAN. Then, we have fuel \$23,000, and engravers' supplies of various kinds, amounting to \$25,000, oils with which the ink is made,

amounting to \$46,000, and various other items. Those are about the main items.

Mr. SMITH. You proposed a reduction this year in this estimate. Is that altered by the same causes that have altered the other two? The appropriation for 1906 is \$510,000.

Mr. SULLIVAN. That decrease is based upon the decrease of expenditures in 1905; that is the last full fiscal year for which we have results. We took the expenditures for 1905 and increased them by the percentage of increase on the amount of work to be delivered, which makes the amount that we ask for. That shows then that there was a decrease in 1905.

Mr. SMITH. Is any increase above your estimate made necessary under this item of the character you have indicated as to the other two items?

Mr. SULLIVAN. There is an increase; yes, sir; but as it is based upon decreased expenditure for 1905, of course it makes a decreased expenditure for 1907 instead of an increase.

Mr. SMITH. I understand; but you do not seem to understand me. You make estimates for these three items, and you now ask as to the first two items that we give you more, claiming the recent order has made an increase necessary. Is that true of this item, or will it be sufficient?

Mr. SULLIVAN. It will be sufficient if you give us the amount estimated for, but that is because of the increase in the basis of computation.

Mr. SMITH. Why do you want to strike out the language of this section that is in brackets?

Mr. SULLIVAN. That is in regard to the policy—

Mr. SMITH. This is an item directly involving your own office, on page 30 of the draft of bill.

Mr. SULLIVAN. On page 30. We did not suggest that amendment. We want that language in there. I was not aware that that was marked for omission.

Mr. SMITH. Perhaps the Treasury Department means to recommend that these bureaus be deprived of their carriages.

Mr. SULLIVAN. That is absolutely necessary to be inserted. Of course, that part relative to a carriage for the Director is a matter which is submitted to the discretion of the committee. The Director has had a horse and carriage for some forty years—ever since the organization of the Bureau—and last year the committee put that in in the way that it is printed here, but even if that were omitted we would have to have this language here authorizing us to purchase and maintain the horses and vehicles.

The CHAIRMAN. Do you know how many horses and vehicles you have in connection with the work of the Bureau?

Mr. SULLIVAN. I could not state that accurately, but there are some seven or eight horses; and we have a large steel-lined truck for the delivery of securities to the Treasury Department, a large delivery wagon for the delivery of postage stamps to the Post-Office, and light wagons for the delivery of other materials, checks, and so forth, to the different Departments.

The CHAIRMAN. Do you occasionally or frequently use your horses and wagons for the purpose of taking particular employees in the Bureau home?

Mr. SULLIVAN. Yes; we have one light wagon to take the sick employees to their homes.

The CHAIRMAN. Have you frequent occasion to use that?

Mr. SULLIVAN. Very frequent. There is not a day, I suppose—we have 3,000 people in the building, and there is not a day that one or two of them are not taken sick, and so seriously as to need to be conveyed home.

The CHAIRMAN. Is that because of the character of the service or because of the age of the employees?

Mr. SULLIVAN. No, sir; it is simply the result of ordinary conditions of health. We had one very serious case there yesterday or the day before. A man came in to get his pay, and while he was sitting there the captain of the watch looked at him—he was a colored man—he thought he had gone to sleep—and he told the watchman to wake him up. When the watchman got to him the man was almost gone; but we have a physician there, who revived him in a little while, and he was sent home. Girls will come there in the morning and they may be well for a little while, and in an hour or so they may be in such a condition that they will have to be sent home. We have a woman doctor there who looks after them.

Mr. SMITH. Is she in there officially as a physician?

Mr. SULLIVAN. Yes, sir.

Mr. SMITH. What appropriation is she paid out of?

Mr. SULLIVAN. Compensation of employees.

Mr. SMITH. Is that the practice of any other bureau in Washington to maintain a physician for the bureau?

Mr. SULLIVAN. I don't know about that, but it is absolutely necessary there. Her compensation is not very high. She is among the operative force.

Mr. SMITH. She does not do anything else but practice medicine?

Mr. SULLIVAN. She looks after the condition of the employees there and the health of the women.

The CHAIRMAN. Are a large proportion of your employees females?

Mr. SULLIVAN. Yes; the greater number. I can not state the number now, but I think the proportion is something like 1,400 men to 1,600 women.

The CHAIRMAN. Does the character of service performed by these women differ materially from the service performed by female clerks in other departments?

Mr. SULLIVAN. Very materially.

The CHAIRMAN. Is it more taxing on the employees?

Mr. SULLIVAN. Very much more. We have in the neighborhood of 700 of these women, printers' assistants. They stand at the press and help the printer all day long. They are on their feet from 8 o'clock in the morning until 4 o'clock in the afternoon, with very little relief during that time.

The CHAIRMAN. Why is it that the Bureau does not avail itself of the services of men when it has the opportunity of doing so?

Mr. SULLIVAN. We could not get men to do that class of work.

The CHAIRMAN. You could not?

Mr. SULLIVAN. No, sir.

The CHAIRMAN. Why is that, because of the compensation, or because of the character of the service?

Mr. SULLIVAN. Because of the character of the service. It means

that we must have the benefit of the deft fingers of a woman, and the men are engaged in other lines of employment, so that there would not be enough men unemployed to do that.

The CHAIRMAN. If the men were as efficient, could you not fill vacancies, taking men from the eligible list of the Civil Service Commission?

Mr. SULLIVAN. Well, they would not work at the compensation we give the women. We only pay them \$1.50 a day, and men would not work for that. But independent of that, I think that there would be a great deal of difficulty in getting men to do the work. And then throughout the various divisions of the Bureau the character of the work performed by women needs deft fingers for counting, operating light machinery, and various other lines of work.

Before you leave the third item I want to again ask that that be increased, on account of the extra work, to the extent of \$6,288.50.

Mr. SMITH. I asked you repeatedly whether you wanted that increase in this same item, and you said no.

Mr. SULLIVAN. I misunderstood you. That increase will be necessary, and will make that item \$499,372.

Mr. TAYLOR. Considerably below last year.

The CHAIRMAN. Can you give us the actual expenditure under this item for the fiscal year 1905, now?

Mr. SULLIVAN. \$504,280.17.

The CHAIRMAN. So there was a balance of about \$20,000 turned back in the Treasury.

Mr. SULLIVAN. There was a balance of \$20,719.83 turned back into the Treasury.

#### RENT OF OFFICE FOR DISTRIBUTION OF POSTAGE STAMPS.

The CHAIRMAN. What do you know about the next item, on page 31, for rent of office now occupied by agent of the Post-Office Department?

Mr. SULLIVAN. I know this, that by the provisions of the agreement between the Post-Office Department and the Treasury Department for the manufacture of adhesive stamps the Bureau must provide suitable quarters for the agent. When the work was transferred to the Bureau we did not have suitable rooms there, and the agent went out and rented rooms. The matter was submitted to Congress, and every year since then it has made this provision for the payment of the rent.

The CHAIRMAN. If the legislative bill passes and becomes a law the office of the agent will be abolished?

Mr. SULLIVAN. That is my understanding.

The CHAIRMAN. And there will be no longer any necessity for carrying this?

Mr. SULLIVAN. No longer any necessity.

Mr. SMITH. Would there be any other occasion if the item should cease to exist? You are not a bidder under the present Post-Office bill. Any private bidder outside of you would have to furnish this office.

Mr. SULLIVAN. Yes, sir.

Mr. SMITH. So your bid ought to include this office if it is to be maintained?

Mr. SULLIVAN. Yes, sir.

Mr. SMITH. So there is no necessity for this in any event if the Post-Office bill passes?

Mr. SULLIVAN. No, only as the practice has been to provide for it in this way. I suppose if we get the contract again it would go on.

Mr. SMITH. But you are to get the full pay, you are to bid on it, and you ought to furnish the room like anybody else if you bid on it. So in any event whether the man stays in the Post-Office Department or not, you would have to pay it out of your bid.

Mr. SULLIVAN. That is right.

Mr. SMITH. Do you do this Smithsonian engraving work; is that your work [handing paper to Mr. Sullivan]?

Mr. SULLIVAN. Yes, sir.

Mr. SMITH. Where do you get your pay for that?

Mr. SULLIVAN. I don't think we have done any of that kind of work for a long time, but it ought to be among the items included in the estimate.

Mr. SMITH. Why shouldn't the Smithsonian Institution pay for that?

Mr. SULLIVAN. I do not find it here, and I do not think we have done any of that for some time. I do not think they have asked us to do any of it, and we have not estimated for it.

Mr. SMITH. Are you not able to recognize your own work?

Mr. SULLIVAN. Oh, yes. To the best of my recollection that is my work, but I think it must have been done some time ago, because I do not see it in the estimate. I do not think they have asked us to do that, but if they did ask us it would be included, because we would ask them how much work of that kind they would want during the year, and we would include it in our estimates, and Congress in that way would provide for the work. I have always felt that all of this work should be provided for directly by Congress for the Bureau, including the work on the postage stamps, but the Post-Office Department is desirous of controlling appropriations for its own Department, so we have recognized that condition and submitted our estimates accordingly.

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TUESDAY, *May 1, 1906.*

#### ENGRAVING AND PRINTING—Continued.

#### **ADDITIONAL STATEMENT OF MR. THOMAS J. SULLIVAN, ASSISTANT DIRECTOR OF THE BUREAU OF ENGRAVING AND PRINTING.**

##### LABOR AND EXPENSES.

The CHAIRMAN. Mr. Sullivan, we have your supplemental estimate for the additional amount necessary to pay for the labor cost of doing the work in the Bureau of Engraving and Printing incident to the increase in the amount of issues of various notes. How do you arrive at that result? I observe that in your estimates you stated that you desired to make a personal explanation of it orally.

Mr. SULLIVAN. We got a statement from the Treasurer of the United States stating that he would want to increase his estimated



number of sheets required from 43,120,000 sheets to 51,120,000 sheets, an increase of 8,000,000 sheets.

Now, every one of those sheets is of the class of notes known as gold notes or gold certificates; and I want to call attention to that just here, because later on I want to make a statement to the committee which may materially reduce these figures of the amount of money which we will want.

The Comptroller has estimated that he will need 2,000,000 additional, increasing his original estimate, upon which our estimate was based, from 6,500,000 to 8,500,000 sheets. Now, we have submitted the additional amount of money which we will need upon exactly the same basis as the original estimates were made on, taking exactly the same number of printings, the same amount of finishing work, and everything precisely as the notes were finished last year, and as our original estimates were submitted; and that will cause us to ask for an increased appropriation of \$568,565.

The CHAIRMAN. Take the bill lying before you and turn to page 29, in order that we may get your statement in the order of the items as they appear here in the bill.

Mr. SULLIVAN. Yes. If you will permit me to make one or two statements just before I get to that, then I think we can go on better later.

The CHAIRMAN. Go ahead.

Mr. SULLIVAN. The Treasurer's estimate for the increase wanted is in the class of notes known as gold certificates, and we have here a sheet of gold certificates [producing same], showing the yellow printing on the face of the note. That note requires four printings to finish it. This sheet of silver certificates [producing same] requires but three printings to finish it—green, black, and red. This sheet of silver certificates [exhibiting same] requires only the same number to finish it. The sheet of ordinary bank notes requires the same number.

The CHAIRMAN. Three?

Mr. SULLIVAN. Yes; two plate printings, and what we call a surface printing, printed on ordinary power presses.

Now, in the increase they have in the estimate of cost of this appropriation there is included for the whole 8,000,000 three plate printings and one surface printing.

The CHAIRMAN. On the \$20 gold certificates?

Mr. SULLIVAN. On the gold certificates; and the Treasurer's request is for all gold certificates in that 8,000,000 additional. Now, if we were to eliminate that yellow-plate printing on the face of that, we can reduce the cost there by \$160,000, or, more exactly, \$159,899.64; and the Department has asked me to submit that to the committee.

Mr. Keep says that if the committee are willing to furnish the money he is willing to do the printing, but if the committee think it is perfectly proper to omit that printing, and will reduce the estimate to that amount, he will go on and make the gold certificates the same as the silver certificates.

Mr. TAYLOR. That is, the face?

Mr. SULLIVAN. Yes.

The CHAIRMAN. How much increase does the Treasury Department estimate will be required on account of reducing the denominations of the gold certificates?

Mr. SULLIVAN. \$159,899.64. That is the aggregate. I lumped the whole 10,000,000 in here. I have not separated it from the gold certificates.

The CHAIRMAN. That \$159,899.64 is the increased cost of printing the gold certificates which you estimate of all classes and denominations?

Mr. SULLIVAN. Yes; I have not the amount that is increased by reason of the 8,000,000 gold certificates.

The CHAIRMAN. The estimate of gold certificates of the denomination of \$5 is for 7,000,000 sheets?

Mr. SULLIVAN. That is right.

The CHAIRMAN. What does that cost per sheet or per thousand?

Mr. SULLIVAN. I think they cost in the neighborhood of \$60 a thousand sheets, sir, with all three printings on them, just as they are here now.

The CHAIRMAN. And the tens would be the same, would they?

Mr. SULLIVAN. Yes; the tens would be the same.

The CHAIRMAN. I see he estimates 8,000,000.

Mr. SULLIVAN. Yes; the whole estimate of increased number of sheets required is on the gold certificates. His estimate for silver certificates and United States notes is exactly the same as he submitted it last August, and this increase of 8,000,000 sheets is entirely for gold certificates.

The CHAIRMAN. So that if we should conclude to give the appropriation for this 8,000,000 of gold certificates, we would have to increase your appropriation under the item "for labor and expenses of engraving and printing," and salaries, etc., on page 28, how much?

Mr. SULLIVAN. About \$480,000.

The CHAIRMAN. When you were before us the other day it was said a reduction of about \$40,000 could be made on account of the transfer to the legislative bill. In making this supplemental estimate do you take any account of the amount that has been transferred to the legislative bill under this item?

Mr. SULLIVAN. Yes, sir.

The CHAIRMAN. And you estimate that the \$1,140,000 would have to be increased to the extent of how many thousand dollars—how much is the first item? We want to segregate them here.

Mr. SULLIVAN. In order to segregate them I will have to make some figures on that.

The CHAIRMAN. You have them aggregated here. The increase of \$400,000 and over is distributed in your supplemental estimate here under three headings. Under compensation of employees you estimate it would be necessary to have \$1,237,081; wages of plate printers, \$1,627,154; material and miscellaneous expenses, \$592,098; total, \$3,456,333.

Mr. SULLIVAN. Yes; that includes both the two million additional and national-bank notes, which the Comptroller says he will need, and the eight million gold certificates additional which the Treasurer says he will need. You were asking me along the line of the cost of the gold certificates alone, so that if we wanted to reduce this estimate which the Director has submitted here by the amount of the cost of the gold certificates alone, leaving in the amount for the national-bank notes, I would have to make the necessary computations to get at those figures.

The CHAIRMAN. I wish you would make those computations, Mr. Sullivan, and send them to us. Make the estimates on the amount of increase necessary in consequence of the increase of two million national-bank notes alone, so that if we should omit the other increase we would know how much this increase should be.

Mr. SULLIVAN. You can give us the increase, then, to provide for the 2,000,000 national-bank notes which the Comptroller wants, and if you do not want to give us the money to print the gold certificates in any form you can omit it altogether.

The CHAIRMAN. One thing more I want to ask you. You spoke of the Assistant Secretary of the Treasury saying that if the money was not allowed for printing and making these four impressions—printing this yellow on the face of the \$20 gold certificates—he would print them without that color?

Mr. SULLIVAN. Yes, sir.

The CHAIRMAN. That color is not required by law, is it?

Mr. SULLIVAN. No. These notes may be made in any design approved by the Secretary of the Treasury, and I have brought along with me models which are submitted to the Secretary of the Treasury for his approval [submitting specimens].

The CHAIRMAN. Would these gold certificates have this white space on them?

Mr. SULLIVAN. Yes; and these letters would all be in white, and this border would be in white instead of this yellow tint in the border, and the yellow in here [indicating].

The CHAIRMAN. Send us that estimate on the basis of 2,000,000 national-bank notes. We have the other estimates. We want the two million estimate separately.

Mr. SULLIVAN. What I have given you is approximate, and I would rather give it all to you accurately.

The CHAIRMAN. Very well.

BUREAU OF ENGRAVING AND PRINTING,  
May 2, 1906.

HON. CHARLES A. TAWNEY,  
*Chairman Subcommittee Sundry Civil Appropriation Bill,  
Committee on Appropriations, House of Representatives.*

SIR: In compliance with your request made to Mr. Thomas J. Sullivan, the Assistant Director of this Bureau, when he was before the subcommittee yesterday in the matter of the additional appropriations for this Bureau, I have the honor to submit the following as a part of his statement relative to this matter:

The cost of the 2,000,000 additional sheets of national currency notes which the Comptroller of the Currency states will be needed in the business of his office, as such notes are now printed and finished, is as follows:

Compensation of employees.....	\$29, 450
Wages of plate printers .....	40, 898
Materials and miscellaneous expenses .....	13, 280
Total .....	83, 628

To provide for these 2,000,000 additional sheets of national-bank notes will require that the appropriation "For labor and expenses of engraving and printing," pages 268 and 269, Estimates of Appropriations, 1907, shall be made in the following amounts in lieu of the amounts stated in the original estimates:

Compensation of employees.....	\$1, 060, 699
Wages of plate printers.....	1, 404, 514
Materials and miscellaneous expenses .....	506, 383
Total.....	2, 971, 596

The items transferred to the legislative, executive, and judicial appropriation bill for 1907, amounting to \$157,415, have been deducted from these amounts.

The cost of the 8,000,000 additional sheets of gold certificates which the Treasurer of the United States states will be needed in the business of his office, as such certificates are now printed and finished, is as follows:

Compensation of employees.....	\$176, 382
Wages of plate printers.....	222, 640
Materials and miscellaneous expenses.....	85, 715
<b>Total.....</b>	<b>484, 737</b>

To provide for these 8,000,000 additional sheets of gold certificates and the 2,000,000 additional sheets of national-bank notes, as such certificates and notes are now printed and finished, will require that the appropriation "For labor and expenses of engraving and printing," pages 268 and 269, Estimates of Appropriations, 1907, shall be made in the following amounts in lieu of the amounts stated in the original estimates:

Compensation of employees.....	\$1, 237, 081
Wages of plate printers.....	1, 627, 154
Materials and miscellaneous expenses.....	592, 098
<b>Total.....</b>	<b>3, 456, 333</b>

The items transferred to the legislative, executive, and judicial appropriation bill for 1907, amounting to \$157,415, have been deducted from these amounts.

The cost of the 8,000,000 additional sheets of gold certificates, if printed without the additional yellow plate printing on the face of the note, known as a "tint," is as follows:

Compensation of employees.....	\$117, 195
Wages of plate printers.....	148, 617
Material and miscellaneous expenses.....	59, 024
<b>Total.....</b>	<b>324, 836</b>

To provide for the 2,000,000 additional sheets of national-bank notes, as such notes are now printed and finished, and the 8,000,000 additional sheets of gold certificates with one plate printing omitted from such certificates (the yellow tint on the face of the certificate) will require that the appropriation "For labor and expenses of engraving and printing," pages 268 and 269, Estimates of Appropriations, 1907, shall be made in the following amounts in lieu of the amounts stated in the original estimates:

Compensation of employees.....	\$1, 177, 894
Wages of plate printers.....	1, 553, 131
Materials and miscellaneous expenses.....	565, 408
<b>Total.....</b>	<b>3, 296, 433</b>

In these statements the odd cents have been eliminated.

The items transferred to the legislative, executive, and judicial appropriation bill for 1907, amounting to \$157,415, have been deducted from these amounts.

It is believed that the discontinuance of the plate printing on the face of the certificate known as the "tint," would improve the appearance of the certificate, as well as make the rest of the work clear and more distinct to the general public, while at the same time save a considerable amount of money in the preparation of the certificates.

Respectfully,

WM. M. MEREDITH, *Director.*

THURSDAY, *April 19, 1906.*

SMITHSONIAN INSTITUTION.

**STATEMENTS OF MR. RICHARD RATHBUN, ACTING SECRETARY, AND MR. CYRUS ADLER, ASSISTANT SECRETARY, OF THE SMITHSONIAN INSTITUTION, ACCOMPANIED BY MR. W. DE C. RAVENEL, ADMINISTRATIVE ASSISTANT, NATIONAL MUSEUM; MR. W. H. HOLMES, CHIEF OF THE BUREAU OF ETHNOLOGY, AND MR. C. G. ABBOT, IN CHARGE OF THE ASTROPHYSICAL OBSERVATORY.**

The CHAIRMAN. You are in charge of the National Museum and the Smithsonian Institution?

Mr. RATHBUN. Mr. Chairman, in the vacancy caused by the death of the late Secretary Langley, I am acting as Secretary of the institution. My actual position is that of Assistant Secretary of the Smithsonian Institution, specifically in charge of the National Museum.

The CHAIRMAN. Were these estimates for the Smithsonian Institution and the National Museum for the coming fiscal year prepared by yourself, so that you are sufficiently familiar to give the details and basis upon which the estimates are made?

Mr. RATHBUN. Yes, sir; but Mr. Chairman, I have brought with me the persons who are directly in charge of each of the branches, so that in any matters of detail with which I am not familiar you can obtain information from them.

The CHAIRMAN. Will you state to the committee the basis upon which your conclusion as to the amount required under the several heads by which appropriations are made for the next fiscal year is reached. How do you arrive at these amounts is what we want to know. Whether you simply took appropriations for the present fiscal year, or whether you went into the matter in detail for the purpose of ascertaining whether or not a lesser amount than the amount appropriated would be sufficient to meet the requirements of the service during the coming fiscal year.

Mr. RATHBUN. I will say in regard to that, that the matter has been considered from all points of view. Of course, the current fiscal year has served as a basis to a large extent, for the reason that, while in a large number of items the amounts are altogether too low for present needs, only the current sums have been estimated for, pending the completion of the new building now under construction for the National Museum when certain increases will be necessary. The present estimates are based upon what is considered absolutely necessary to maintain things under present conditions.

INTERNATIONAL EXCHANGES.

The CHAIRMAN. Now, as to the first item, International Exchanges; your original estimate did not contemplate any increase for the coming fiscal year over the amount which you now have for the current year.

Mr. RATHBUN. No.

The CHAIRMAN. And there has been submitted a supplemental estimate.

Mr. RATHBUN. Do you mean the International Catalogue of Scientific Literature?

The CHAIRMAN. On page 32, International Exchanges is the first item.

Mr. RATHBUN. The item for International Exchanges is at the top of the page, and that for American Ethnology begins at the bottom of the page. They follow the present order of the estimates.

The CHAIRMAN. But as to this particular item you don't estimate any increase for the coming fiscal year?

Mr. RATHBUN. No, sir.

The CHAIRMAN. Will you explain to the committee what this particular service is under this item?

Mr. RATHBUN. Mr. Adler is in charge of this special branch, and he will explain it to you.

Mr. ADLER. Mr. Chairman, the International Exchange Service is intended for exchanging publications between the United States and foreign countries; primarily, publications of the United States Government, and secondarily, other publications which are given as gifts or exchanges to foreign countries or institutions in foreign countries and for which returns are received from those countries for the Government or public institutions in the United States.

The CHAIRMAN. How long have you been in charge of this branch of the service?

Mr. ADLER. I was appointed in March, 1905, but I only assumed charge on the 1st of July, 1905, as I had other duties that prevented me taking it up at once.

The CHAIRMAN. I observed from a statement submitted to the committee by the Acting Secretary that in 1896 you had 26 employees engaged in this service, receiving a compensation of \$14,519.76.

Mr. ADLER. Yes, sir.

The CHAIRMAN. In 1901, five years later, you had 22 employees, receiving a compensation of \$16,020.30; and in the year 1905, 18 employees, receiving a compensation of \$16,044.64. Can you explain why the number of employees in this branch of the service has been decreased from 26 in 1896 to 18 in 1905 at practically the same compensation, the 18 receiving practically the same compensation that the 26 received?

Mr. ADLER. I am inclined to think, Mr. Chairman, that that is due to several causes: First and foremost, that there was a practice of placing upon the roll persons who were only temporarily employed; sometimes a clerk would be needed for a month or something of that sort; or work which is now probably done by contract was done by simply placing people on the roll. I don't think that there were so many annual employees.

The CHAIRMAN. I notice that there were temporary employees.

Mr. ADLER. Another thing is that there are employees who are engaged in this service that are not paid from the appropriation, but are paid from funds that come to the Smithsonian Institution.

The CHAIRMAN. There are employees in this branch of the service not paid from the appropriation, but from other funds?

Mr. ADLER. Yes, sir; not many, but it brings up the number of employees.

The CHAIRMAN. What funds do you refer to; do you refer to Smithsonian funds?

Mr. ADLER. No, sir; I don't refer to any income from the Smithsonian fund, but to funds received for carrying exchanges. A good many years ago it was found that the demands upon this service were very great, and the regents of the institution fixed a charge to bureaus of the Government and State institutions at the rate of 5 cents a pound, so that a return is made to the institution from that, and this money is again used for carrying on the work, so that there is a fund that varies, but sometimes amounts to as much as \$4,000 a year. That comes in in this miscellaneous way, and then is again expended.

The CHAIRMAN. Some \$4,000 that you received from these miscellaneous sources in addition to the amount appropriated?

Mr. ADLER. Yes, sir.

The CHAIRMAN. And it is expended for service rendered in this particular branch of the service?

Mr. ADLER. Yes, sir; on freight and what not.

The CHAIRMAN. By what authority is this expended; where do you get the authority to pay this money out again after it is received in this way?

Mr. ADLER. That authority comes to the Secretary of the Institution from the Board of Regents. There is a resolution passed each year which authorizes him to use the funds of the Institution in conference with the executive committee of the Board of Regents, and with comparative freedom as to items. That relates I know to income of the Institution. It does not specify this particular sum, but I take it that the Secretary of the Institution has expended the general funds under the authority of the Board of Regents. Am I not correct, Mr. Rathbun?

Mr. RATHBUN. Yes. Some few years ago the matter was referred to the present Comptroller of the Treasury as to whether these repayments should come to the Institution for disbursing, or whether they should go into the Treasury Department and be reappropriated. His decision, in writing, was to the effect that the Bureau of Exchanges is, in respect to these repayments, a Smithsonian affair, and the amounts should come to the Smithsonian and be expended from there; of course, these expenditures are always made in the line of the exchange service.

The CHAIRMAN. And under the authority of the Board of Regents?

Mr. RATHBUN. Under the authority of the Board of Regents, but the Comptroller passed upon the matter from the standpoint of the Government.

#### INTERNATIONAL CATALOGUE OF SCIENTIFIC LITERATURE.

Mr. SMITH. Now, take up the item set forth in House Document No. 623, concerning the International Catalogue of Scientific Literature. It is not in the bill. An appropriation is recommended there for \$5,000.

Mr. RATHBUN. This matter is under the charge of Doctor Adler, and he has had a great deal to do with it, even before the establishment of the service. He can give you the details, of course, better than I.

Mr. SMITH. Have you ever paid anything on it?

Mr. ADLER. The Government has made a single appropriation in connection with this subject. In 1898, in connection with the deficiency

bill, \$500 was appropriated at the request of the Secretary of State, to have this Government represented at a convention to be held in London, looking to the establishment of an international catalogue. That is the only appropriation that the Government has made thus far.

At that time Mr. Langley and I went abroad, and I attended this conference. I made a report to the Secretary of State, and that report was transmitted by him to Congress. He urged an appropriation at the time, I think, of \$7,500, but no appropriation was made. The catalogue was to start in 1900, and it appeared from all the available information we had from men in England and Germany and France, that if the United States did not take part in this enterprise it would fail; since this country was so important a contributor to scientific literature it was thought that the project would not be a success if we did not adhere to it. The Secretary of the Institution temporarily authorized an allotment from the funds of the Institution to carry on this work, and we have carried it on four years to the limited extent of our means.

The Board of Regents this year felt that the Institution had carried this matter on out of its own funds, through the experimental stage, and that we might now appeal to the Government to actually carry on the work.

It rests upon an international understanding. Almost all of the governments in the world are taking part—some twenty-five or twenty-six governments. Some of the smaller governments are appropriating a larger sum than we have asked for, and there is no way in which this work can be done except through international cooperation.

This is not a new work. It has been attempted before. Professor Henry started it about 1854 or 1855. He proposed to the English societies—the Royal Society and the British Association for the Advancement of Science—that they should take up the work of cataloguing scientific literature in cooperation with the Smithsonian Institution. The Royal Society took it up and carried it on for about forty years, however, and then these learned societies came before the world and confessed that they had failed. They invited the United States to join in the matter, and the Secretary of State, as I say, took action at the time.

The work is now going on. Seventeen volumes a year are published, some larger and some smaller than this [indicating a volume], which represents the contributions to science of men all over the world in every department. That catalogue, I venture to say, is prepared in such a way that—as in the case of chemistry, for instance, for 1903—anybody, any man of intelligence, in five minutes' examination of that catalogue can find out what has been done in a given subject in the year.

MR. SMITH. That is, in the way of new works?

MR. ADLER. Yes, everything. The Russian scientists send their quota, and the French send their quota, etc. This work is done through contributions made by individual countries. In the United States, for instance, every important library or university has subscribed for a set of that catalogue, and the publication is made as a result of those contributions.

But what we are asked to do in this country is to furnish the information as to what our men are doing in science. That since 1900 has been done by the Smithsonian Institution, but it is too great a



burden upon the funds of the Institution. They are very limited. A slice of \$5,000 a year from its funds means the cutting down of other things that we ought to do, and this catalogue is work that is being done for the whole nation.

Mr. TAYLOR. What is the income in gross of the Smithsonian Institution proper?

Mr. ADLER. Fifty-eight thousand dollars or \$60,000. It is slightly variable, because there are some little funds and rents, and so on.

The CHAIRMAN. You say all the different countries contribute together and send to London the work of their respective scientists each year, and they are all catalogued?

Mr. ADLER. Yes; they are catalogued by the respective countries. We catalogue and classify our own scientific literature. We are supposed to go through the scientific literature of the United States and to arrange that. Sometimes we have to write five or six cards to duplicate them, because they come under different headings. For example, such sciences as mathematics and physics and mechanics cross each other. By a system of numbers we indicate where that belongs. This is all sent to London from every source, and a committee of experts in London edits it and arranges it.

The cost of printing the catalogue is borne by the subscriptions of these individual bodies, universities, colleges, and learned institutions throughout the world, but there is no way of doing the work without the nations standing for it, because the expense of getting up such a volume is infinitely greater than the price which you could charge a scientific man for it. It is double or treble. There are seventeen volumes like that [indicating specimen] published annually, and the price charged per set is \$85. The institutions of learning in the United States have contributed in the neighborhood of \$30,000 as an advance subscription for getting this up. I think I have a list somewhere here showing the interest that is taken, and I think every big university in the country has subscribed.

Mr. SMITH. When you speak of subscribing, what do you mean? They do not donate the money, but they have agreed to pay this money for a copy of the edition of the work?

Mr. ADLER. Yes; that makes it possible for the work to be printed in London.

Mr. SMITH. It is published by the Royal Society?

Mr. ADLER. No, sir; by the International Catalogue. That is a separate bureau. The Royal Society is the sponsor, as it were, and the Royal Society has advanced money. It grew out of the society.

Mr. SMITH. I call your attention to the title page here, which says that it is published for the International Council by the Royal Society of London.

Mr. ADLER. In that sense it is published, it is true.

Mr. SMITH. It is published by the Royal Society?

Mr. ADLER. I presume so, for the International Council. I now recall why it is put that way. This International Council is not a body that has legal standing in England. It was necessary that there should be somebody that could sue and be sued.

Mr. SMITH. It has no existence?

Mr. ADLER. It has an existence by an informal international understanding.

Mr. SMITH. That is hardly a partnership. It has hardly any national existence at all. It is practically a nonentity, is it not?

Mr. TAYLOR. It is a legal nonentity if not a practical one.

Mr. ADLER. That is a question for lawyers to settle.

The CHAIRMAN. Has it a regular organization—a president and other officers?

Mr. ADLER. It has a regular organization. The scheme is this: There is an international conference, which meets every five years, and to which all the nations which participate are invited. This conference simply elects temporary officers. These temporary officers appoint an executive committee and an international council. These two small bodies act in the interim, but every five years there is a new convention, just like a party convention in this country. I assume that the party organization has no legal existence, but it has nevertheless machinery by which it holds a national convention every four years; and in that sense we have the machinery by which we meet every five years.

Mr. SMITH. What is the understanding as to the language used?

Mr. ADLER. The English language is used as a basis, but it is also printed in German, French, and Italian.

Mr. SMITH. Do you say there is a governmental appropriation in all these countries for this money?

Mr. ADLER. I would not say in all of them. I have no absolute information on that point. They did not publish that; but I should say out of 24 or 25 countries nearly every one has a government appropriation.

Mr. SMITH. What is the basis for that statement?

Mr. ADLER. Simply what the men themselves told me at the conference and my correspondence and meeting with them. The other day one of the librarians of the Royal Library of Berlin was here, and I asked him what his Government was doing to support the International Catalogue. He told me they were appropriating \$7,500 a year, and they had established a special bureau for it. I am a member of the executive committee of this International Catalogue, although I never attend the meetings, which take place every three months in London, but I get their reports, and they indicate it. There was an informal understanding that this work would not be started unless the great nations subscribed for 45 sets of the catalogue. Of course we had no way as a nation of subscribing, but we went to work and invited our colleges and universities to subscribe. We subscribed to more than 45 sets, but in Russia the Government subscribed for 45 sets, and it distributes them among its institutions of learning.

Mr. SMITH. That does not cover any of the work of preparation?

Mr. ADLER. No, sir; but in Germany they have a government appropriation, and in France an extra appropriation has been made to the Museum of Natural History, in Paris, and Doctor Deniker, a distinguished naturalist, is in charge of this.

Mr. SMITH. We are not talking about the Government appropriating money to buy a set of the catalogue, but for the preparation of the material.

Mr. ADLER. So far as I know, there are one or two governments that have not made such appropriations; but in the main they have. I could indicate, if there was any point about it, the countries that I know have made appropriations, or those that I know have not.

Mr. SMITH. Indicate as far as you have absolute knowledge.

Mr. ADLER. Austria has made a Government appropriation, and so has Belgium. Canada has not. The Canadian work is being done informally at McGill University, but within the last three months I have received a letter from there to the effect that they have found it too much of a burden, and that they propose to apply to their Government, and the writer asked me what steps we had taken to obtain the money from our Government. I replied that we had not succeeded in getting any money, but that I had hopes.

Mr. SMITH. Your idea is that this is to be a perpetual appropriation from now on, probably rising?

Mr. ADLER. This catalogue goes on for five years at a time. This contract among the nations is for periods of five years. There was a conference held in London last June, and it was then decided to continue the catalogue for five years. That would be, say, to 1910, because it is already provided for from 1900 to 1905. The work might be stopped, but I am inclined to think that as it goes on it will be found to be more and more useful, and become a permanent thing.

Mr. SMITH. And with the increase in the production of scientific works there will be an increase of the appropriation from time to time?

Mr. ADLER. I suppose "sufficient unto the day is the evil thereof."

Mr. SMITH. No, we want to know what we are going into before we give you an appropriation.

Mr. ADLER. It was urged very strongly upon Mr. Rathbun that when he sent that estimate to the Treasury he should name a sum of \$7,500. We could not see how it could be less. But he is a firm economist, and he cut it down to \$5,000. As this country grows more and more to be a greater country, it will do more scientific work. That is one of the great tests of a country's usefulness, the amount of scientific work that it does. I do not think its cataloguing will be a serious matter to this Government.

Mr. SMITH. How much has the Smithsonian been giving to it?

Mr. ADLER. Four thousand dollars. We need one other clerk. The amount is very small. We ought to have a much larger sum than we have asked for, and we are not worthily or fully representing this country by that amount, but we are getting a great deal of volunteer work in the sense of getting advice and outside assistance. We could not possibly do this work with the four or five people in the office if we did not have all these gentlemen here in the scientific service to whom we can go for advice, and who, of course, charge us nothing for advice.

#### INCOME OF THE SMITHSONIAN INSTITUTION.

Mr. SMITH. I think the question was not answered, though, what the total receipts of the Smithsonian were, outside of the appropriations of Congress, from other sources.

Mr. ADLER. The total receipts are the income from \$937,000 in the Treasury—

Mr. RATHBUN. Mr. Chairman, if I may say, this information was sent to the committee by letter about a week or so ago. The sum deposited in the Treasury is \$937,000, and in bonds kept at the Institution, \$42,000, making a total principal of \$979,000. The interest on this amount is \$57,900.

Mr. SMITH. Have you no other sources of income?

Mr. RATHBUN. There is a small income from the sale of publications. Those are not Government publications, but Smithsonian publications.

Nr. SMITH. I think you could give us the aggregate to put in the hearings here.

The CHAIRMAN. It is here [indicating].

#### INCOME FROM INTERNATIONAL EXCHANGES.

Mr. SMITH. You have not got the statement here as to the \$4,000 which the Doctor said was received from international exchanges?

Mr. RATHBUN. That is not money derived from the regular income.

Mr. ADLER. We advance the money and then get it back. For instance, we carry exchanges; we get a large consignment and carry it, and send a bill for the cost, or less than the cost, because we can not carry exchanges for 5 cents a pound, and then the money is returned to the Institution. It is an actual advance returned. It is not a part of the income. It can not be expended for Smithsonian purposes, but simply for exchange purposes.

#### MISCELLANEOUS RECEIPTS OF THE SMITHSONIAN INSTITUTION.

Mr. SMITH. Can you tell me what the miscellaneous receipts amount to in a year.

Mr. RATHBUN. They are small, and come from the sale of the publications of the Smithsonian Institution. Of course, if a record is desired it can be had, because the books show it.

Mr. ADLER. It is about \$300 a year from that source.

Mr. SMITH. You think it is only about \$300 or \$400 a year, your whole miscellaneous receipts?

Mr. RATHBUN. About \$300, sir.

Mr. ADLER. If you include the Avery bequest.

Mr. SMITH. That is included in the principal but not in the interest?

Mr. ADLER. It consists of some little houses, and it costs almost all to keep them up.

Mr. RATHBUN. Forty-two thousand dollars of the fund happened to be in a very good investment in the beginning, and was therefore held at the Institution. It is in railroad bonds. The amount in the Treasury is \$937,000. They both bear interest to the total amount of \$57,900. Besides that there are \$300 or \$400 obtained from the sale of publications and a little money from the rent of three houses on Capitol Hill, which pay little more than the cost of repairs.

Mr. SMITH. That is all I wanted to ask.

#### AMERICAN ETHNOLOGY.

The CHAIRMAN. Now, we will pass to the second item, American ethnology.

Mr. RATHBUN. This branch of the Institution, which was organized in 1879 by Major Powell, is now in charge of Mr. William H. Holmes, who is the Chief of the Bureau, and I will ask you to let him answer the questions.

**STATEMENT OF MR. WILLIAM H. HOLMES, CHIEF OF THE BUREAU OF AMERICAN ETHNOLOGY.**

The CHAIRMAN. I observe, Mr. Holmes, that your estimates for this branch of the service for the coming fiscal year show an increase of \$10,000 over your current appropriation. Please explain to the committee the reason for that proposed increase.

Mr. HOLMES. The usual appropriation for the work of the Bureau is \$40,000. The first item is for \$5,000 additional for use in preparing an archaeological map and catalogue of antiquities throughout the country.

**ANTIQUITIES IN THE SOUTHWEST.**

I may say in regard to that, that the archaeological work of the Bureau has been carried on for a good many years in the East, and to some extent in the West. The work in the region of the Mississippi Valley, the work on the mounds and antiquities of the East in general, has been pretty well done, so that we do not regard it proper that the Government should spend much more money on researches in that field in the East. But it is quite different in the Southwest, where there are large numbers of ruins, important ruins, pueblos, cliff dwellings, and so forth, which are being rapidly destroyed by relic hunters and collectors of all kinds. There is at present in the country a very strong movement in the direction of preserving these antiquities. People have come to realize that they are of importance to the country and to history and science, and they have organized a movement to protect these antiquities.

**ARCHÆOLOGICAL SURVEY.**

There is a bill now before both Houses of Congress providing for their protection by means of various regulations and fines for meddling. Our work has extended over only small parts of this great area. It covers southern Colorado and southern Utah and all of New Mexico and Arizona. Tens of thousands of interesting remains are found there.

Our work is so scattering that the Departments of the Government having charge of public lands—and it is of the public domain of which I am speaking—found when they undertook to police that country they had not the necessary knowledge to do it as it should be done. They have very kindly undertaken that work and instructed their field men to look out for the antiquities in the various reservations, but it is found that over a large part of that area they have not sufficient knowledge of the antiquities to take care of them properly. The necessity, therefore, has come to have an additional man to put on the force who can take up that work. We have now in that country one ethnologist who has gone out with the Interior Department survey to determine the location of the ruins along the border of southern Colorado. The question of parks has come up, and I have sent him out to help the Interior Department decide what part of these cliff dwellings and pueblos lie in a particular reservation. These reservations are in charge of the Indian Office, the Forestry Bureau, the Land Office, and the War Department, so that this request

for \$5,000 additional is to employ a skilled man to complete for the use of the Department an outline archæological survey of that country.

The CHAIRMAN. The increase asked for, however, is \$10,000.

Mr. HOLMES. The second \$5,000 is asked for for the purpose—

Mr. TAYLOR. First, tell us what the first \$5,000 is for.

The CHAIRMAN. For this man.

Mr. HOLMES. For the survey of the antiquities of the country. I do not know the wording of the bill, but that is the significance of it.

The CHAIRMAN. It is not specifically provided for at all, but you intend to spend the money for that purpose if Congress sees fit to allow it, to employ an additional man?

Mr. HOLMES. To employ an additional man, the same in the field now with the party.

Mr. RATHBUN. And his expenses, of course.

Mr. HOLMES. Yes; salary and field expenses, which would be about \$5,000 to have it attended to properly.

The CHAIRMAN. Are you now paying him out of the \$40,000 appropriated for the current fiscal year?

Mr. HOLMES. Yes, sir.

The CHAIRMAN. What compensation does he receive?

#### EXAMINATIONS OF HAWAII AND TUTUILA.

Mr. HOLMES. One hundred dollars a month. The other item is for \$5,000 for an examination of the peoples of the Sandwich Islands and Samoa, or Tutuila, which is the island in the Samoan group belonging to the United States. There are in those islands a people of which we know very little; perhaps 40,000 in the Sandwich Islands and 5,000 or 10,000 in Samoa. The idea is that the Government should have some accurate scientific knowledge of these primitive peoples of which it has the care, and it is proposed to send a man for that purpose. It could be done well for \$5,000. It could be done much better, however, if we had \$10,000 to send a man and assistant into those islands and collect data and report upon the peoples and their condition for the use of the Government as well as for science.

The CHAIRMAN. Has your Ethnology Bureau ever sent a man to Alaska for the purpose of making the same or similar investigations into the people of that district?

Mr. HOLMES. We have one man assigned to Alaska. He is now, however, in the city here, not in the field. We can only spare one man for a large district. We classify the tribes under large family groups, and select a type or representative tribe in different parts of the country, and the idea is to send men who have experience and who spend their lives in the work. They make a complete study of a particular tribe, so that the information given with respect to that tribe may be applied to all the tribes in that particular area.

#### HANDBOOK ON THE INDIANS.

A very good test in that has come out in the preparation of our handbook on the Indians, which has been going on for some time, and is now in the press. That work shows clearly what we have done, and it shows even more clearly what has not been done, and what should be done. In fact I have, out of the eight scientific men in the Bureau,

five here now on that work taking stock, so to speak, of our knowledge of the Indian tribes, of which there are many hundred in the country. This work will come out very soon, and I think it will be the most important work on the Indian tribes and native peoples that has ever been prepared. In fact, it is the most important contribution to the history of primitive people that the world has ever had. I feel proud of the work of the Bureau in the last twenty years, and I hope it will be continued until it is well rounded out.

The CHAIRMAN. Have you any one engaged in this work at the present time in Hawaii or our other island possessions?

Mr. HOLMES. No, sir. We are not permitted under the terms of the law to go beyond the study of the American Indians. The passage of this measure would apply to new territory. We hope to go to Hawaii, Samoa, and the Philippines, because there we have three or four varieties of primitive people about which we know little, and about which I should say the Government ought to systematically collect information. It seems a pity that it can not be done, but our force is small, and we are confined at present to the work in this country.

The CHAIRMAN. When do you estimate that the work will be completed?

Mr. HOLMES. It is impossible to say. Such work always takes longer than we anticipate. This handbook of the Indians was supposed to be nearly ready some years ago, and the reports stated it would be printed very soon, but when we came to printing, we found that our information was not satisfactory, and of the thousands of articles upon the tribes and their habits and conditions very many had to be rewritten and brought up to date. We can never quite tell how much time it will take to accomplish the work in a given field. It is bigger than you can imagine, I am sure, from what I say.

Mr. SMITH. You succeeded Doctor Powell at the head of this Bureau?

Mr. RATHBUN. Major Powell died four years ago.

Mr. SMITH. I say you succeeded him?

Mr. HOLMES. Yes; about three and one-half years ago.

Mr. SMITH. How long have you been connected with it?

Mr. HOLMES. I was born with it; before the beginning of it I was in the work.

Mr. SMITH. If you have completed your publication on the American Indians, how nearly are you through with available material, in your judgment, for the study of aborigines here at home?

Mr. HOLMES. We shall hope to obtain enough information to satisfy all the demands of the country; a great deal more will remain to be done.

Mr. SMITH. How much more knowledge would it be possible for you to obtain, in your judgment? Is the work drawing to a close—the study of the aborigines here at home?

Mr. HOLMES. As I say, we study types. We do not pretend to study all the tribes. There are 56 linguistic stocks and 500 languages. We have a dozen of those tribes and languages under study, and others incidentally, but we shall complete these types presently. We do not expect ever to complete the study of all the tribes.

Mr. SMITH. Is the study of it to be pursued forever? That is what I am trying to get at.

Mr. HOLMES. I do not think it should be; certainly not.

Mr. SMITH. Has not the time arrived, then, to transfer a part of your force from this side to the peoples like those of Samoa and the Hawaiian Islands?

Mr. HOLMES. The trouble is that our people are specialists in certain lines. We can not learn a language and study a people in a few years. I can not transfer a man from the study of the Sioux Indians to Samoa or Hawaii. I must have new men to go into the new fields.

Mr. SMITH. Is it necessary to keep your old force up on the Indians?

Mr. HOLMES. It is very small; six or seven men.

Mr. SMITH. Is it not as large now as when you had the heaviest work?

Mr. HOLMES. The force is smaller by a few.

Mr. SMITH. You had \$50,000 for five years, I think.

Mr. RATHBUN. And before that; there was an appropriation of \$50,000 in 1892. Then it fell to \$40,000. In 1899 it was increased to \$50,000 again, and stayed there for five years. Then in 1904 it was reduced to the current sum.

Now, one thing in connection with the questions which you asked was this: Why could not the work of the Bureau be carried to the Hawaiian Islands, Samoa, or the Philippines? It can not because the present law restricts the work to this country.

Mr. SMITH. You misunderstand me; that is the trouble. What I am trying to get at is, is it not possible, owing to the progress you have made in your study of the American aborigines, to reduce your force engaged upon inquiries on that subject sufficiently to cover the slight force necessary for the Hawaiian and Samoan Islands? Is not your work at home in such a state of progress that the time has come to reduce your force?

Mr. HOLMES. I would say that our force is so small that it would be better not to go beyond this country if we can not increase the force to do it. The force is not enough to carry on the work and keep up the office. I should rather prefer to see the force stay at home and remain upon our present work.

Mr. SMITH. Now, you have carried as high as 27 employees in 1901 under this appropriation?

Mr. RATHBUN. No, sir.

Mr. SMITH. You have 27 employes under this item, not the amount of money. What number of employes have been carried in the last fiscal year?

Mr. HOLMES. We have 11 of the miscellaneous or nonscientific force, and 8 of the scientific force. That makes 20, I believe; that is correct.

Mr. SMITH. That makes 19.

Mr. HOLMES. Excuse me; I am not good at figures. [Laughter.]

Mr. RATHBUN. The trouble arises from the fact that the pay rolls now under consideration are the ones given in the annual reports to Congress, which contain a number of people who are brought in for short periods, and from these pay rolls it is difficult to figure out the actual permanent pay roll.

Mr. SMITH. You have now got your book on the Indians in print, as you say, and your work is drawing to a close in the study of the aborigines here at home. Why should you need forever this work?

Mr. RATHBUN. This work is not a final one, but summarizes the results up to date. It is a work in two volumes, in which Mr. Holmes is going to put into convenient shape the information that has been



accumulated up to this time, and from which conclusions can be reached as to what we have done and what we may still need to do.

Mr. SMITH. Is it not a fact that this work, so far as it is of utility to scientific men, is drawing to a close here at home?

Mr. RATHBUN. I am not an ethnologist, and therefore I can not answer as well as Mr. Holmes. I think that for the benefit not alone of science, but of practical utility as well, it should be continued some years longer.

Mr. SMITH. I am not speaking of continuing it, but I am speaking of a comparison of this great force when this work is off your hands with what it was before.

Mr. RATHBUN. The work (handbook) is not off our hands. This is simply a step—the conclusions up to a certain time.

Mr. HOLMES. We have taken stock in this work, and, as I said before, we have learned how little we know in many directions. Our work is not done because we have that in print. Far from it. We have much serious work—more than we had before— if we put that work in proper shape.

Mr. SMITH. I understood you to say there were 500 languages, and it was not worth studying them.

Mr. HOLMES. We have about twelve men at work now under Doctor Boas, of New York, upon as many languages of the Indians. That is to form a handbook, distinct from this, upon the languages. That will be a very important contribution to science—one of the most important ever made to the science of languages. That will also give a very accurate notion of the languages of the Indians of this country. That will be a final work when it is finished. Besides that there will be other handbooks of other subjects. The present handbook is only a sketch of the general subject.

Mr. SMITH. What I am trying to get at is, are your means of getting new information as to the American aborigines so unlimited that this work will go on in the same volume forever, or are you going to exhaust so much of it as is practically important?

Mr. HOLMES. Forever is a long time. A few years it will certainly take. It is impossible to give you a limit of time: it is quite out of the question.

Mr. SMITH. Before you leave it, even diminish it?

Mr. HOLMES. We can not carry on the work with a less force.

Mr. SMITH. Before it will even diminish?

Mr. HOLMES. I can not answer that question. To say it will take five years or ten years or twenty years would be to commit myself and perhaps express an opinion unadvisedly. I can not tell until time develops it.

Mr. RATHBUN. It seems scarcely the time to reduce it now; perhaps not for several years.

About reducing the work within the limits of this country and as to the importance of carrying the work to the Pacific Ocean countries which are in our possession, it might be well to alter the language of the act, even if the amount of the appropriation be not increased, because under the language of the act the work is now confined to America. The Hawaiian Islands are not in America.

Mr. SMITH. The language of the bill provides for carrying it to Hawaii and Samoa.

Mr. RATHBUN. That is an amendment to the wording of the bill.

Mr. SMITH. That is the language of the amendment.

Mr. TAYLOR. He suggests that it might be well to keep that language in, even though you did not give the increase asked for.

Mr. RATHBUN. The natives of Hawaii and Tutuila are not in America, of course.

Mr. SMITH. They are in the bill.

#### ARCHÆOLOGICAL SURVEY.

Mr. ADLER. If I had been asked the question that Mr. Holmes was asked, as to the continuation of this work, I would have rested my answer upon a recurrence to the question of the map. I do not see how anybody knows how much archæological and ethnological work there is to be done in this country until he gets that map. I have been at him for years to try to get men to get that map out. When we do get that map and know how many remains there are, we will know how much exploration must be done, and the results of exploration in giving us knowledge are simply colossal. Take the investigations that have gone on in recent years in Assyria and Babylon, and in Syria generally. They have found kinds of things that people never dreamed of.

#### ASTROPHYSICAL OBSERVATORY.

The CHAIRMAN. Now, the next item is the Astrophysical Observatory. Will you kindly explain to the committee about that, or will the man in charge of the observatory explain to the committee the work of the observatory and its importance?

Mr. RATHBUN. Mr. Chairman, I am not an astronomer, though I have a good deal of appreciation of the work in this branch and have seen much of it. Mr. Langley was the director of the Astrophysical Observatory, but for most of the time he has had assistants in direct charge of the work, the last one being Mr. Abbot. The latter has been in charge of the observatory now for some years, but, if you will permit me, I will make a few remarks myself before turning the matter over to him.

The CHAIRMAN. Go ahead.

Mr. RATHBUN. Mr. Chairman, the country owes the Weather Bureau to the Smithsonian Institution, which began extensive meteorological observations in the early part of Professor Henry's administration. The Weather Bureau is one of his many utilitarian contributions to his countrymen. These observations, however, were then and still are limited to the study of phenomena within our own atmosphere. Now, in consequence of experiments by Mr. Langley, begun by him at Allegheny and pushed by him here after he became Secretary of the Smithsonian Institution, in 1887, it begins to appear—and even more strongly than we care to speak at the present time—as if observations outside of our atmosphere would soon permit of predictions for much longer periods than at present regarding at least temperature and moisture.

You have in Washington the Naval Observatory, large and well equipped, which has been doing splendid work ever since its foundation. Now, astronomy is divided into two general branches, the older, represented by the Naval Observatory, having to do with the positions and movements of the celestial bodies. It is mathematical, and

furnishes that important information which enables the mariner to determine his position at sea. That was the astronomy which was first studied, beginning many centuries ago.

About the middle of the last century a branch of astronomy was begun which has to do with the constitution of the celestial bodies, not their positions or movements. Mr. Langley was one of the earliest workers in this field, not here, but at the Allegheny Observatory in Pennsylvania. Astrophysical studies may relate to any of the celestial bodies; but Mr. Langley's work has been mainly directed toward the sun, which is, of course, the ruler of the earth and the source of its heat and light.

Mr. Langley began at Allegheny City as early as 1867, and his success was not due alone to his scientific ability, but equally to his mechanical genius. The spectrum of the sun, the solar spectrum, is known to people generally only in the beautifully colored part. Now, it has been discovered that beyond the red end of the colored spectrum heat manifestations continue for a distance ten times as great as the visible part. It has been to this portion of the spectrum, which has reference to the heat received from the sun, that Mr. Langley has given most attention, and the possibilities of studies in this direction have been due entirely to instruments which he devised. The principal of these instruments, the so-called bolometer, is, in fact, a thermometer of such extreme refinement as to record heat changes within the one one-millionth part of a degree.

When Mr. Langley came to Washington the Smithsonian Institution and a few friends furnished the means for putting up the first building, which is still the main building—a little frame structure on the Mall, back of the Smithsonian Institution; and they also supplied the first instrumental equipment.

That was in 1889, and until 1892 the Government paid nothing for the experiments. In 1892 Congress made the first appropriation. While Mr. Langley has passed from us, the work is in such shape that it can still go on as he would want it to; and without intending any word of flattery I may say that Mr. Abbot is fully competent to carry on the observations. He has had charge of them for eleven years, so that the fact that Mr. Langley is no longer here to advise and guide will not prevent the rounding out of his great work, for which he never received a penny from the Government in the way of compensation.

There are comparatively few observatories of this character in the world. There are only two of any moment in this country, and they are not interfering with the work done here. While the Smithsonian work has been directed in a thoroughly scientific manner, it has always had in view the determining of the effect of changes in the sun upon the earth's heat for the benefits that might be derived therefrom.

I will leave to Mr. Abbot the answering of any questions.

MR. ABBOT. Gentlemen, I do not suppose that you care to hear much at this late hour as to the nature of the astrophysical subject in general, but rather upon the workings of the Astrophysical Observatory during the present year.

The sun which shines so brightly has been shining some thousands of years, but nobody has known up to this time whether the amount of light which it sent out was uniform or variable. Of course we know it is variable when it gets to the surface of the earth, because

the clouds in our atmosphere make a variation in the dark day and the bright day. But so far as the radiation that comes from the sun itself is concerned, nobody knows to this time whether or not the amount of it was uniform or variable.

Now we are in the act, as we think, of determining not only that it is variable, but that it is variable to the extent of 10 per cent or 15 per cent, and that those variations occur several times in the course of a year; so, in consequence thereof, they are of a nature to profoundly influence the climate of the earth.

Mr. TAYLOR. How long is it since you made that discovery of variability?

Mr. ABBOT. We are just making it now; that is to say, in the last three or four years the observations have been taking this turn in studying the amount of radiation of the sun and determining that amount through a considerable time—long intervals of years. The observations of last summer, made by invitation of the Carnegie Observatory on Mount Wilson, by an expedition from this observatory were excellent in that line. They seemed to show quite conclusively a tendency to vary, which amounted to 8 or 9 per cent.

Mr. SMITH. Was that an irregular variance or a variance in continuous periods?

Mr. ABBOT. That is one of the things which we have not got far enough along yet to know. But measurements which have been made heretofore in Washington were made at irregular intervals or as the clouds would permit. But up to this time we have not made a sufficiently regular series of observations to determine the matter. The observations which I made on Mount Wilson last summer were practically daily in their character, so that we were able to get a continuous series, and showed that the influence did not fall off, but continued on uniformly thereafter.

Mr. SMITH. Does your discovery that you have so far made show that this does go up and then down in a continuous period, or an approximately continuous period, or is it as variable as the storms that blow upon the earth?

Mr. ABBOT. I don't think the exact period between the variations is yet possible to state.

Mr. SMITH. What I am trying to get at is whether there is any period between them, any definite period; not what you have ascertained, but whether you have discovered enough to lead you to believe that there are fixed movements in your record.

Mr. ABBOT. I am not a prophet, and I can not tell what will be the result of the observations.

Mr. SMITH. I was not asking you for prophecy. I am asking if your discoveries lead you to believe that these changes are continuous periods or variable, as the winds that blow upon the earth.

Mr. ABBOT. It is my belief, sir, that we have not had time enough yet to determine whether the period is uniform or whether it is a variable period. But I am quite fixed in my belief that there is a substantial variability which up to this time has not been ascertained. But whether that variability takes place, let us say, once in six months is what we are asking. I am not prepared to say what the period is. I think further observation would show us that, and it is for the sake of enabling us to perhaps tell you that very thing next year that we are asking this appropriation.

Mr. SMITH. Well, of course you have had about fourteen years to find out these things since the appropriation commenced, and I was in hopes that we had at least found out whether they were regular periods or not.

Mr. ABBOT. The fourteen years have but slowly developed this investigation. In the first ten years of the existence of the Astrophysical Observatory its investigations were developing another question, the investigation of the rays of the sun which the eye can not see and can only be observed by the electrical thermometers invented by Mr. Langley; and that investigation was of a very difficult character, long continued, but practically ceased in 1899. The results were published in 1900, and since that time our attention has been devoted to this newer question: Does the radiation of the sun vary substantially and in a way sufficient to affect the climate of the earth, or does it not? Heretofore it has been supposed that the radiation of the sun did not vary to any substantial extent, but it now seems to appear more and more clearly from the observations made that the variation is a good and substantial one and capable of affecting the climate of the earth.

Mr. SMITH. I may be in error, but I was under the impression that it was thought by many in my school days that the spots upon the sun affected the amount of radiation. Was not that taught probably thirty years ago?

Mr. ABBOT. Yes, sir; as many as thirty years ago. Mr. Langley, at that time at the Allegheny Observatory, published an account in which he tried to determine the direct effect of sun spots. Of course, where there is a spot there is a blackness on the sun's surface, and necessarily a reduction of the amount of radiation proportional to the size of that black spot, and also the total area of those black spots and the amount of radiation which comes out of a black spot, as compared with that which comes out of the general surface around them. And, as a result of those investigations, he concluded that the effect of the spots would diminish the radiation of the sun not more than one-tenth of 1 per cent: so that a variation of that kind would be regarded as probably negligible in its effect upon the temperature of the world. But the effects which we are now measuring are effects of 10 or 15 per cent in magnitude. It is natural to inquire the cause which might bring about such great changes, and that cause would be very naturally found, I think, in supposing that the sun is surrounded by a gaseous envelope, just as the earth is; and, just as the envelope of the earth, from time to time it becomes less transparent, as, for instance, the haze in the air in August, during which time the air is less transparent; or from the clouds in the atmosphere, which more or less diminishes the radiation which comes to the surface of the earth. Just as in our atmosphere, it is natural to suppose that there might become greater haziness around the immediate vicinity of the sun which would cut off the radiation at one time more than another.

Mr. RATHBUN. You find that in eclipses.

Mr. ABBOT. There is a variation of the appendages around the sun in eclipses; but we are making at Washington a continuous record, as fast as the sky and conditions will permit, of observations of the envelope of the sun to determine its transparency. We seem to find that it is variable in its transparency, so that the variations which we believe we have found in the amount of radiation reaching the earth is thereby

naturally explained, namely, that there becomes a greater amount of matter intervening between us and the sun to cut off the radiation, and that diminishes the amount which gets through, so that we get a diminished effect on the earth in the way of temperature.

Mr. SMITH. Is Washington a suitable place to carry on the observations?

Mr. ABBOT. Washington is as good a place as any other to carry on observations requiring observation of the solar envelope. It is not a good place to determine the amount of radiation of the sun which reaches the earth, because the cloudiness from time to time prevents us getting a continuous series of observations. It is for that reason that there is asked in this appropriation authority to continue investigations at stations of higher altitude.

Mr. SMITH. Does the amount of wind deceive you in the results attained by your instruments as to how much heat from the sun reaches the earth?

Mr. ABBOT. If the amount of wind were to effect the transparency of the sky we would be deceived.

Mr. SMITH. Would the ratio of cloud area to heat area through which the sun's rays had to go be a factor?

Mr. ABBOT. No; not unless the area was different in transparency. Our observations do not depend upon temperature, but only upon transparency of the area between us and the sun.

Mr. SULLIVAN. Are similar observations being made elsewhere in this country?

Mr. ABBOT. No, sir; nowhere else. It was shown as many as twenty-five years ago that it was necessary to examine all kinds of radiation—that is to say, the light of all colors—and yet nobody in the world has had the means or facilities to develop and obtain facilities for doing the work excepting that which was done under Mr. Langley's direction and supervision while he lived, and this is the only place where the work is now being done.

Mr. SMITH. If it is regarded by scientific men outside of the Government service as a valuable piece of work why are these investigations at the Carnegie Observatory and at the Lick Observatory and at other great observatories of the country not being made?

Mr. ABBOT. The Lick, the Yerkes, and the Harvard observatories have their hands full of measurements almost solely connected with stellar investigations. The Carnegie Observatory on Mount Wilson was established for that exact purpose—the making of stellar investigations. That is a very new institution, only about two years old. They recognized that Mr. Langley and the Astrophysical Observatory was and are the pioneers in this line. We have the facilities, we have gone into it with all of the care possible in mapping out the method and are entirely able to carry on the work. So that that observatory instead of rushing in and providing themselves with the means of doing this simply invited the Secretary last year to send an expedition to Mount Wilson to make these investigations with the means and facilities which he and they had at command.

Mr. SMITH. Do you think that the discoveries which have been made in this line have been made at the Carnegie Observatory?

Mr. ABBOT. No, sir; we were leading, I believe, in the work before we went to the Carnegie Institution. It was the work that was done in Washington in 1903 which gave us the first substantial evi-

dence of the variability of the sun; and the work has been continued ever since that time at the Observatory here in Washington.

Mr. SMITH. Is it essential to the success of this work that you compare the results indicated by your instrument with the physical appearance of the sun at the time?

Mr. ABBOT. It is not essential to our work, but it is highly desirable that that should be done; for it might readily appear that after a long course of such comparison by simply examining the physical appearance of the sun, either with the spectroscope or the telescope, or by some other means, we might at length be able to predict from such an examination that there was to be a variation in the radiation of the sun.

Mr. SMITH. Would the fact that your telescope here was of inferior quality have any effect in at least prolonging these investigations, if not defeating them?

Mr. ABBOT. Our telescope here is not of inferior quality.

Mr. SMITH. Inferior in size compared with many, is it not?

Mr. ABBOT. No, sir; on the contrary, it is the largest one which is now in use. We have a telescope at the Astrophysical Observatory of 140 feet focal length, which forms an image of the sun that is as big as an ordinary wastebasket. There is no other telescope in existence of the same focal length or equal aperture.

Mr. SMITH. I had the impression that the telescope here was inferior in quality.

Mr. ABBOT. No, sir; it is excellent for the purpose.

Mr. TAYLOR. Where is the telescope that you speak of?

Mr. ABBOT. It is located at the Smithsonian Institution.

Mr. SMITH. Back of it?

Mr. ABBOT. Yes, sir.

Mr. TAYLOR. What position do you occupy, Mr. Abbot?

Mr. ABBOT. My official title is aid, acting in charge of the Astrophysical Observatory.

Mr. TAYLOR. How long have you had charge of it?

Mr. ABBOT. Since the 1st of January, 1896.

## NATIONAL MUSEUM.

### FURNITURE AND FIXTURES.

The CHAIRMAN. We now come to the item of the National Museum. For cases, furniture, fixtures, and appliances required for the exhibition and safe-keeping of the collections of the National Museum, including salaries or compensation of all necessary employees.

Mr. KATHBUN. Mr. Chairman, I do not know how deeply you wish to go into the history and the particulars of the Museum. It is a very long story and a very interesting one.

The Museum began about 1840, when appropriations were made for maintaining the collections of the Government then housed in the Patent Office. When the Smithsonian Institution was founded, in 1846, it was provided that its building should have room to take the collections of the Government. The building was long in construction, and the collections remained at the Patent Office in the meantime. In 1849 Professor Baird received a little grant of a few hundred dollars to make collections to be studied under the Smithsonian Institution. The next year he was made the Assistant Secretary of the

Institution, in charge of the National Museum. But the building was not finished, there was no room for extensive collections, and so far as the Museum was concerned—for he had other duties—his time was partly taken up in making field investigations. The specimens were brought to Washington, where they were worked up and stored. When the building was finished, in 1855 or 1856, it was found that for the Smithsonian Institution to take and maintain the even then large collection of the Government would entail a greater expenditure than the Institution could afford. The difficulty was represented to Congress, and it was finally decided to give the Institution what had been given to the Patent Office, \$4,000 a year. The one room provided for the collections had to be fitted up, and Congress appropriated \$15,000 for that purpose for the fiscal year 1858.

Congress created the Smithsonian Institution as an establishment. The law provided for a library, a museum, a gallery of art, and certain activities. At that time there were not many large foundations in this country, which was of course not as rich as it is to-day. And while they did not say so, it looked very much as though Congress expected the Smithsonian Institution to attend to all the science and library matters under the Government, which was of course an impossibility. After the law was passed providing for the specific things above mentioned the regents organized and adopted a programme of operations, which was drawn up by Professor Henry, the first Secretary. This programme was dated December 13, 1847, and it was only under the conditions which it embodied that Professor Henry would accept the post of Secretary.

The library grew and the museum grew; but there was so little money that finally, in 1866, the custody of the library was turned over to the Library of Congress—the custody, not the ownership, of the books.

The CHAIRMAN. The custody of the Smithsonian library?

Mr. RATHBUN. Yes. The Smithsonian library is now in the Library of Congress as a deposit, so called; and it is provided for there, although its ownership still rests in the Institution.

Now, under the general heading of National Museum you have a number of titles, different appropriations; and I should say that they are not arranged altogether in the best sequence. It is somewhat difficult to speak of them in the present order; for instance, the preservation of collections, being the main appropriation, should precede. But I am afraid that if I am allowed to go, in my own way, I shall take up a good deal of the time of the committee.

The CHAIRMAN. We would prefer to have you consider them in the order in which they are in the bill. When we come to consider these items we will have your testimony in respect to each item in its order.

Mr. RATHBUN. They have been arranged for consideration in the order in which they are given in the estimate. What I mean is that this first item is really dependent on others which follow it.

Mr. TAYLOR. You might change the order next time in making the estimate. It is with you to make the order.

The CHAIRMAN. The first item is for cases, furniture, fixtures, appliances, etc. You do not ask for any increase for the coming fiscal year over the appropriation for the current year, but in an itemized statement furnished to the committee by you of the expenditure



of this appropriation for the fiscal year 1905 I observe that \$12,789.29 of the \$22,500 appropriated for furniture and fixtures is expended for salaries, compensation, and special service, which leaves a balance of only about \$9,000 for the purchase of furniture or for material of which the furniture is to be manufactured. Most of this appropriation seems to be for salaries.

Mr. RATHBUN. The permanent roll amounts to \$11,559. I will have Mr. Ravenel explain some of those matters in detail.

Mr. RAVENEL. The salaries there are, with the exception of the superintendent of construction and labor, and a clerk who is employed to assist him to keep the record of the furniture, etc., all for men actively employed in the construction and care of furniture. We have found it impossible to purchase the exposition furniture for exhibiting specimens, in the open market excepting certain classes, as, for example, unit drawers, which are made by contract. But the majority of the exhibition cases and the large majority of the exhibition furniture and storage furniture is made by the employees who are carried on that salary roll.

The CHAIRMAN. It occurred to me in looking the items over that the proportion which is paid out of this appropriation for salaries and compensation is rather large for the amount expended for material, or the amount expended for furniture and fixtures.

Mr. RAVENEL. I think that would depend, Mr. Chairman, to a large extent on the kind of furniture that we are making. For example, most of the storage cases are moth proof and dust proof and must be carefully made, and the labor consequently costs infinitely more than the material put into the cases. For example, take the case of a number of insect drawers just made.

The CHAIRMAN. I see that you have purchased exhibition cases to the amount of \$220.

Mr. RAVENEL. Yes, sir.

The CHAIRMAN. And you have purchased storage cases to the amount of \$2,747.

Mr. RAVENEL. Are you referring to 1906?

The CHAIRMAN. No; 1905. Those were purchase items.

Mr. RAVENEL. The exhibition cases are purchased outright. The storage cases were probably what we call "unit drawers," which are a standard drawer that we can have made outside very satisfactorily.

The CHAIRMAN. The item was \$2,747.

Mr. RAVENEL. All material purchased was used in the construction or repairs of either storage or exhibition cases; and the amount charged for salaries, except for services, the superintendent of construction and his clerk, was expended for labor of mechanics employed in the construction, remodeling, and repair of the cases.

The CHAIRMAN. But these exhibition and storage cases were purchased complete, were they not?

Mr. RAVENEL. Some storage drawers are purchased complete, excepting the painting.

The CHAIRMAN. You have another item of drawers and tray boxes?

Mr. RAVENEL. Yes, sir.

The CHAIRMAN. Are those storage?

Mr. RAVENEL. Every one of those are for storage. The trays are used in the drawers.

The CHAIRMAN. What I was getting at is, if these other cases mentioned—storage cases and exhibition cases—were purchased complete, the aggregate amount (almost \$3,000) would still bring your expenditure for material or other purposes down to about \$6,000?

Mr. RAVENEL. Yes, sir.

The CHAIRMAN. From which you paid out for salaries and special services \$12,789 in putting that material costing \$6,000 together in the form of furniture and fixtures.

Mr. RAVENEL. We have found it impracticable, excepting for office furniture—a certain class of storage cases—to buy under contract. In many instances we get a bid from the outside before we built with our force. The men carried on this roll are skilled mechanics employed in the construction of exhibition and storage cases, and care, repair, and remodeling of same, except the superintendent of construction and his clerk.

The CHAIRMAN. The storage cases?

Mr. RAVENEL. Yes. The superintendent is paid one-half of the year, and the clerk, the whole year from this appropriation, amounting to \$2,300 of the \$12,000 which is expended on labor.

The CHAIRMAN. All employed in connection with this appropriation?

Mr. RAVENEL. The clerk is employed for the whole year and the superintendent of construction and labor is paid half a year from this appropriation and half a year from another.

The CHAIRMAN. What other appropriation is he paid from?

Mr. RAVENEL. Building repairs.

The CHAIRMAN. Would that reduce the salaries chargeable to this appropriation?

Mr. RAVENEL. Yes; that brings down the salary roll of that appropriation to \$10,000 for the mechanics and others employed in the construction and care of these cases.

The CHAIRMAN. You have an item of \$448 for tools. Do you have to keep renewing your tools every year?

Mr. RAVENEL. We have a shop where we construct and repair furniture, and we have various pieces of machinery there for working up the lumber. I think our purchases from that are probably a larger item than is usual.

Mr. RATHBUN. May I ask the figure you gave there?

The CHAIRMAN. Four hundred and forty-eight dollars for tools.

Mr. RAVENEL. We have expended very little on tools this year.

Mr. RATHBUN. I think, Mr. Chairman, that this division is a very fair one, because most of the cases are especially difficult to make, rendering necessary more labor than material. The amount of material is very little. For instance, on account of the crowded condition of the building there have not been so many exhibition cases made, and cases have been constructed of cheaper material, and in that way our supplies have cost a relatively smaller amount. It is to be remembered that the sum which you named, \$12,460, as the amount of the pay roll might be very much less this year, but it has been necessary in the Museum to get some good men, carpenters and other kinds of skilled laborers, who might be changed for a part of the year to building repairs. Of course, when a man is changed from one roll to another, which is perfectly permissible under the civil-service law, he is paid from the roll on which he works, so that there is a certain variation due to that. The furniture and fixture

roll might be larger one year and smaller the next, while the other roll would vary correspondingly.

The CHAIRMAN. What I am trying to get at is the fact that the percentage of labor cost as compared with the percentage of cost of material on which the labor was expended, the manufacturing, the furniture and fixtures, seems to me from a practical standpoint to be out of proportion. You deduct here the storage cases and the exhibition cases that were purchased and on which there was, too, a labor expenditure from this appropriation, and then take out the estimate of \$448 for tools on which there was no labor expenditure, and hardware of \$496.03, on which very little labor would be expended in placing the hardware on the furniture or fixtures. You have expended for material on which this labor has been applied less than \$5,000, while your labor roll is about \$10,000.

Mr. RATHBUN. The simple fact is this: As I said before, the lumber which is being used to-day is of a kind which is very much cheaper. If we were fitting up a new building, then the condition would be changed. We are using pine—

The CHAIRMAN. That is the idea. I don't understand why your labor cost is so great. The largest item is \$464, which is lumber.

Mr. RATHBUN. And that lumber is cheap lumber, but it has to be worked as carefully. The question is not entirely the making of cases. For instance, we are directed to send a collection to the St. Louis exposition, say, and we have to send the cases, which when they come back have to be gone over again, and perhaps we have to spend half as much again on the cases as the original cost in order to put them in shape to go back into the halls.

The CHAIRMAN. Then some of this labor is utilized in the repairs and refinishing?

Mr. RAVENEL. Yes; many of our cases are very old and have been remodeled and made dust proof.

The CHAIRMAN. You have another account.

Mr. RAVENEL. Yes, but it does not show, as it is almost entirely services. A large amount is annually expended in repairs and remodeling cases.

The CHAIRMAN. Paid out of this appropriation?

Mr. RAVENEL. Yes, sir; furniture and fixtures. We have thousands of mahogany and other cases. Those cases should be refinished at least once in every five years, and other cases oftener. We have three painters on that roll, and they are kept busy from one year's end to the other, not only in taking care of them, but also in the finishing of new cases and the remodeling of old ones. Comparing the cost of material and labor in making cases, I would say that recently we had occasion to build 500 mahogany drawers to take care of a collection of insects (worth \$40,000 or \$50,000) presented to the National Museum. They were constructed poorly by contract and finished by our force at a cost of about \$1,700. I think I am perfectly safe in saying that the cost of labor was more than four-fifths of the cost of the entire job, though the trays were made outside under contract and competitive bids secured.

The CHAIRMAN. When was this done?

Mr. RAVENEL. This year.

Mr. TAYLOR. That was required because you had to have special cases for special purposes?

Mr. RAVENEL. Almost every case is a special case.

I wish to correct a statement I made with reference to the purchase of tools. I find I had a wrong statement in my hand. We have spent this year \$171 on tools.

HEATING, LIGHTING, ELECTRICAL, TELEGRAPH, AND TELEPHONE SERVICE.

The CHAIRMAN. The next item is for the expense of heating, lighting, electrical, telegraphic, and telephonic service for the National Museum, \$18,000.

Mr. RATHBUN. This is a very specific item, and one easily explained. It is too low, too small, and yet no increase is asked. It furnishes the heating supplies and light, the coal and wood, the gas, the electricity, the telephone and electrical supplies, the rental call boxes, and telegrams, with a pay roll such as you have before you.

The CHAIRMAN. I notice that out of the appropriation of \$18,000 which you expended last year about \$8,325 was for salaries and \$4,886 for fuel; that is, expended in 1905. That expenditure, however, included 1 engineer, 1 assistant engineer, and 3 firemen.

Mr. RATHBUN. The pay roll is as follows: One engineer, who receives a salary of \$1,500; at the beginning of this fiscal year his salary was increased to \$1,500 a year. One blacksmith, at \$50 a month, \$720. One fireman, 1 skilled laborer, 1 telephone operator, 1 skilled laborer for six months, 1 steam fitter, plumber's assistant, and 2 laborers. The salaries of these amount to \$8,160 a year. That includes an increase in the salaries of three persons at the rate of \$5 a month over last year.

The CHAIRMAN. Do you pay your telephone operator?

Mr. RATHBUN. The telephone operator is paid \$70 a month, \$840 a year.

The CHAIRMAN. Is she a telephone switchboard operator?

Mr. RATHBUN. Yes, sir.

The CHAIRMAN. Have you in addition to the operator a telephone clerk?

Mr. RATHBUN. No, sir.

The CHAIRMAN. You had during the last fiscal year.

Mr. RATHBUN. At night, of course, a watchman has to act as telephone operator. We have two night watches.

Mr. RAVENEL. We have never had a regular assistant to the telephone operator, except when she is absent, when we hire somebody in her place, although we frequently fill her place with a watchman.

The CHAIRMAN. How many boilers have you?

Mr. RATHBUN. We have two. The arrangement has been changed within a very few years. The Smithsonian building had the original boilers. The present so-called Museum building was finished in 1881. There were two boilers in it, but about four years ago two new high-pressure boilers were installed, and are now heating everything.

The CHAIRMAN. And that is where this labor force is employed?

Mr. RATHBUN. Partly in connection with that, but the electrical installation is, of course, separate.

The CHAIRMAN. Do you need three firemen permanently with two boilers?

Mr. RATHBUN. We ought to have more, and this appropriation should be larger, because we are running steam for only sixteen hours a day. In the winter we should run it for twenty-four. We have to have double watches.

The CHAIRMAN. Two boilers—it is not much of a job for one fireman to attend to two boilers, is it?

Mr. RAVENEL. We only have one fireman on duty. We have two firemen, and run sixteen hours a day.

The CHAIRMAN. In 1905 you had three.

Mr. RAVENEL. Three regularly employed. We have never had but two firemen since I have been there.

Mr. RATHBUN. We had two sets of boilers in 1896, and each building was heated separately. The Museum had its set of boilers and the Smithsonian its set. The stable had its furnace, and the little buildings were provided with stoves.

The CHAIRMAN. You have only one engineer?

Mr. RATHBUN. One engineer in general charge.

The CHAIRMAN. You do not employ an assistant engineer, do you?

Mr. RAVENEL. No, sir.

The CHAIRMAN. Your engineer has no machinery to look after; that is, he has no engines there of any size, has he?

Mr. RAVENEL. He looks out for the plumbing and the heating of the Museum and Smithsonian Institution buildings and shops, and has under him only two firemen.

The CHAIRMAN. You only have one fireman?

Mr. RAVENEL. We have a blacksmith and fireman. We carry him as a blacksmith because in the summer we use him to do blacksmithing work in connection with the repairs of machinery. We have a steam fitter and a plumber's assistant and two laborers who assist the firemen.

Mr. SMITH. You still call the stone building the Smithsonian building?

Mr. RATHBUN. Oh, yes.

Mr. SMITH. Do I understand it is heated along with the National Museum?

Mr. RATHBUN. Yes.

Mr. SMITH. To what extent does the Government in these appropriations for the National Museum in fact pay the expenses of the Smithsonian building?

Mr. RATHBUN. The Museum by 1875 had taken entire possession of the Smithsonian building, except for the offices in one section—the east end, as we call it. The building is, in fact, a museum building, which, of course, has to be maintained by the Government, except for the east end. The connections run from one building to the other.

#### COLLECTIONS OF SMITHSONIAN AND NATIONAL MUSEUM.

Mr. SMITH. Isn't the collection in the Smithsonian Institution practically a natural-history collection, or largely so?

Mr. RATHBUN. No; the upper hall is archæology.

Mr. SMITH. So I heard the other day. What I am getting at is this: Is there any collection now that belongs to the Smithsonian Institution?

Mr. RATHBUN. The Smithsonian has a considerable number of collections which have been donated to it from time to time, but they are turned right over to the National Museum and deposited there.

Mr. SMITH. So that as a matter of fact the Government is paying practically all the expenses of both buildings?

Mr. RATHBUN. It does not pay the expenses of the east end.

Mr. SMITH. But for the cases, for instance, for the collections of the Smithsonian that are loaned, so to speak, to the National Museum—who pays for them?

Mr. RATHBUN. They are not loaned; they are deposited; they are to remain there.

Mr. SMITH. Are they no longer the property of the Smithsonian Institution?

Mr. RATHBUN. Only in this way: We have an extensive line of collections of many kinds which are deposited—we always make it the provision that the collection shall remain there a certain number of years. We may house that collection; we may have to build cases for it, but those cases are still the property of the Museum and are still usable. But the collections which belong to the Smithsonian Institution will never leave.

Mr. SMITH. We had a National Museum in the Patent Office, did we not?

Mr. RATHBUN. They had a janitor looking after things; they had begun a collection.

Mr. SMITH. And that was put in charge of the Smithsonian Institution?

Mr. RATHBUN. Yes, sir.

Mr. SMITH. Now your institution has collections given to it from time to time——

Mr. RATHBUN. The Patent Office collection was not given to it.

Mr. SMITH. No; they were put in your charge; but you had an independent collection belonging to the Smithsonian Institution.

Mr. RATHBUN. We have had from time to time donations come to the Smithsonian which did not in fact come to the Museum in name. Within a year we have had one or two pretty large collections, such as the Capt. John Donnell Smith collection of plants, and we occasionally have others in that way.

Mr. SMITH. You understand that the Smithsonian Institution is distinct from the Government of the United States?

Mr. RATHBUN. Yes, sir; it is a question only of degree that I am looking at.

Mr. SMITH. The Government of the United States created the Smithsonian Institution to take hold and handle the fund derived from Smithsonian, did it not?

Mr. RATHBUN. The Congress received and invested the money.

Mr. SMITH. Created the distinct institution to carry out the work.

Mr. RATHBUN. Yes, sir.

Mr. SMITH. Now, that distinct institution has had from time to time through its history a large amount of valuable material, derived from various sources. Do you say that they have ever given it to the United States in any way so that the title to it is in the United States?

Mr. RATHBUN. That may be a question for a lawyer to determine.

Mr. SMITH. Perhaps, but you criticised my suggestion that you loaned these collections to the National Museum, and I should say that that was a legal question as to whether you loaned them or gave them. I did not raise the legal question with you by the suggestion that I

was wrong in saying that you were wrong in having loaned the collection to the Government.

Mr. ADLER. There is another point of view about that. It is a question which I think two Chief Justices of the United States have considered at different times. Why not take this point of view: Is not the Smithsonian Institution an arm of the United States for this particular business?

Mr. SMITH. It is an arm of the United States as trustee and not in its own right. There is a great difference between myself as trustee and myself as an individual; as much as there is between yourself and myself. The United States holds the Smithsonian fund as trustee, while it holds the other property in its own right.

Mr. ADLER. But what I mean is this: When the Smithsonian fund came to the United States and they created this trust, they at the same time made a law under which they proposed to do certain general things. One of those was to collect objects which formed a museum. Now the United States, as United States, gave to the United States as trustee the custodianship of the things collected.

Mr. SMITH. It gave to the Smithsonian Institution the custody of its trust funds in one sense, and it also gave it the custody of its collections.

Mr. TAYLOR. And this committee built a building on the Smithsonian grounds where it is now, calling it the National Museum.

Mr. ADLER. The grounds were dedicated by Congress for the use of the Smithsonian Institution.

Mr. SMITH. What I am trying to get at is, that in place of the Smithsonian Institution out of its trust fund paying for the care of its own collections, gradually every portion of that care has been imposed upon the Treasury of the United States, has it not?

Mr. ADLER. The care of the collections? Unquestionably, the United States has assumed from the very beginning, not gradually, but from the beginning, the payment of all charges connected with the exhibition of specimens that pass into the hands of the Smithsonian Institution.

Mr. SMITH. There never was an act of Congress assuming it. Whenever Congress appropriated money for the National Museum immediately you have by transferring the Smithsonian collections to the custody of the National Museum paid for it out of the Treasury.

Mr. ADLER. But this is somewhat different. When this \$515,000 was received from England, Congress passed the act in 1846 establishing the Smithsonian Institution. That sum looked so large that they thought everything could be done with it, because the income was greater than that of Harvard, and it was supposed everything could be done with it. But it was found very soon that very little could be done with it, and so from the beginning the very first time the collections were put in the hands of the Smithsonian Institution, whether from the Patent Office or any other sources, the Government paid for the cases and the maintenance, and the only collection that the Smithsonian Institution actually cared for out of its funds was the cabinet curiosities that came from James Smithson—the minerals.

Mr. SMITH. Has not that been wholly done by paying the money out of the Federal funds, and what act of Congress ever authorized the paying for the care of this collection?

Mr. ADLER. Of course I am not so clear that there is a definite division of property between the Smithsonian Institution and the Government in any collection, but I am inclined to think that there is only one institution and one right of property, and that all collections are placed in the custody of the Regents of the Smithsonian Institution by Congress.

Mr. SMITH. It is doubtful whether we could take away anything that belonged to the Smithsonian Institution. What I claim is that there was no act of Congress providing for paying the expenses of the care for the Smithsonian collection, but that has been done wholly by the Regents of the Smithsonian Institution, simply allowing this collection to be deposited in the National Museum, and payment out of the appropriation for the National Museum has been allowed for the care of the Smithsonian property.

Mr. ADLER. The Regents had not much choice, because they were required to take care of the collections.

Mr. SMITH. Things that are given to the Smithsonian Institution are not given to the National Museum.

Mr. ADLER. There has not been this line of demarcation which you are making. There have been things purchased by the Smithsonian fund. This library which went up to the Library of Congress, and, indeed, the collection of prints, were actually purchased out of the money of the Smithsonian Institution, but when it seemed to the best interests of all concerned they were deposited in the Library of Congress.

Mr. SMITH. I am not criticising that, but I believe that the whole expense of running the Smithsonian collections was transferred to items for the care of National Museum exhibits, and is so paid.

Mr. ADLER. I suppose these things have come up from year to year since 1857.

#### FUNDS OF THE SMITHSONIAN INSTITUTION.

Mr. SULLIVAN. Let me ask a question about the \$515,000. How long was it allowed to accumulate without any expenditure being made?

Mr. ADLER. The fund actually came in possession of the United States in 1838, and the expenditures, except for legal expenses which were authorized by Congress, did not begin until 1846.

Mr. SULLIVAN. Then there were accumulations for eleven years before any expenditures were made?

Mr. ADLER. And the accumulated fund was added to the original fund.

Mr. SULLIVAN. Have the expenditures from the fund been constant ever since?

Mr. ADLER. Oh, yes; excepting that there were savings which went into the brown stone building which was built out of the income.

Mr. SULLIVAN. I am speaking of the whole fund, principal and income. Has any part of the principal been spent for collections?

Mr. ADLER. No, sir.

Mr. RATHBUN. No part of the principal can be spent.

Mr. ADLER. The United States has pledged its faith in accepting the trust.

Mr. SULLIVAN. Is the principal of that fund an actual existing entity to-day, that \$515,000?



Mr. ADLER. It ought to be in the United States Treasury.

Mr. SULLIVAN. Is it there?

Mr. TAYLOR. It is practically there.

Mr. RATHBUN. The question was asked by the chairman of the committee, and I will say that I have been unable to get a statement from the Treasury Department as to the actual amount of money they have collected from State bonds in that connection.

The CHAIRMAN. Have they declined to give it?

Mr. RATHBUN. They would be willing, but their bookkeeper has not been able to work it out. They were occupied on it for three days and said it would be a very hard task to finish. I therefore deferred pressing the request until I had conferred with this committee.

Mr. SMITH. The Smithsonian Institution owns the stone building and the Government heats it. Does it repair it?

Mr. RATHBUN. The Government repairs it; yes, sir.

Mr. SMITH. It heats it all. You do not keep any separate heating account of the part occupied by the Smithsonian Institution?

Mr. ADLER. The Institution does not pay for heat, but does for light and all that sort of thing.

Mr. SMITH. On the portion of the building occupied by it now?

Mr. ADLER. Yes, sir.

Mr. SMITH. The Government pays no rent for the building?

Mr. ADLER. None at all.

Mr. SMITH. What are the annual expenses of the Smithsonian Institution; do they come up to its revenues?

Mr. ADLER. There have been certain large provisions for publications which did not materialize, and \$25,000 in savings in income was recently added to the capital. That is an increase of capital from the savings about three years ago. There have been certain increases by gift.

Mr. SMITH. Are you usually consuming your entire annual income?

Mr. ADLER. We are doing it now, yes.

Mr. SMITH. What are the annual expenses of the Smithsonian? Do they come up to us revised? Do you increase its capital, or is it stationary?

Mr. ADLER. We did increase its capital some years ago. Certain large projects for publication did not materialize, and \$25,000 was added to the capital from savings of income. That is the only increase of capital from savings made recently. There have been certain increases by gifts.

Mr. SMITH. What I am getting at is are you usually consuming your annual income?

Mr. ADLER. We are doing it now. We just keep it up so that we do not get a deficit in the bank.

Mr. RATHBUN. In 1903 there was a saving in deposits.

Mr. SMITH. I want to know if the Smithsonian is devoting its whole revenues to subjects of research, practically?

Mr. RATHBUN. Research and publications, according to the intent of its founder, for the increase and diffusion of knowledge.

Mr. SMITH. To what extent, if any, does Congress pay for that printing?

Mr. RATHBUN. It prints the annual report. It does not print the results of investigations.

Mr. SMITH. There is no contribution from the Federal Treasury to the Smithsonian Institution? Expenses are not paid out of your interest or rents, except the printing of the annual report?

Mr. RATHBUN. Except the printing of the annual report. The annual report is partly administrative and partly consists of an appendix, begun in very early days, in which current matters of progress in knowledge have been put in a form which is semipopular in style, but written by well-accredited persons. To that extent it helps the Institution, but the Institution gets nothing else.

Mr. SMITH. Aside from the astrophysical studies, are any studies conducted there paid out of the National Museum fund as distinct from those paid out of your own fund?

Mr. RATHBUN. It is this way: The Smithsonian Institution carries on its operations and researches wholly apart from the Astrophysical Observatory and the National Museum. It has not much money itself; therefore its expenditures can not be as great as they should be. I am speaking about the Institution itself. But the National Museum never pays one cent for any of the Smithsonian work, neither does the Astrophysical Observatory. The National Museum conducts for itself the research work called for by law—that is, for the classification of its collections. It reports on these investigations to Congress in the annual reports, and in the two series provided for in the same bill that you have before you.

Mr. SMITH. The study of ethnology would be a proper study for the Smithsonian proper?

Mr. ADLER. Any study is a suitable study for the Smithsonian.

Mr. RATHBUN. Excuse me; I thought you meant the title of the Institution.

Mr. TAYLOR. That is what I thought.

Mr. SMITH. We will assume that the Smithsonian Institution is devoting its whole annual revenues practically to research and has eliminated from that research the ethnology and the astrophysical studies. Are there any other branches now under its management that are imposed upon the Federal Treasury?

Mr. ADLER. It has not eliminated these studies. The sum granted to the Bureau of Ethnology, for instance, by no means covers all the ethnology that is done. The Smithsonian in the last year and a half has expended about \$5,000 on ethnological researches. It has sent out two expeditions for ethnological study. There is no subject, neither ethnology nor biology, nor astrophysics, or any other subject of science or knowledge that is foreign to the Smithsonian, and it helps them all. Although the National Museum is devoted to biological work to a considerable extent, yet the Smithsonian Institution does certain things in biological work that the Museum could not do by law. It maintains a place at Naples, where American scholars can go to pursue their biological studies. That is one way in which we engage in research. Quite a good deal of the apparatus in the Astrophysical Observatory was paid for out of the Smithsonian fund.

Mr. RATHBUN. The original outfit was entirely paid for from it.

Mr. SMITH. The National Zoological Park is paid for outside of your Smithsonian funds?

Mr. ADLER. Yes, sir; quite. The mere fact that there is a Bureau of Ethnology does not shut out from the Smithsonian all the work of

ethnology. There is plenty else to do, and so there is in biology and every other science.

Mr. SMITH. I think I have got all the information I can get as to what you pay out of your own fund and what you pay out of Government funds in this sort of double-headed institution down there.

Mr. ADLER. By the very nature of things, the Smithsonian Institution does a good deal for the Government establishments under us. It makes no difference to the people who are paid out of the Smithsonian appropriation. They just as readily pitch in and work for any other Department or bureau, if they can, as though they were directly on the roll of that other Department or bureau. There are a great many expenses of administration that would exist in case each of these was an independent bureau that are saved by their being all together. There is a proper coordination which, I think, is extremely helpful; not only helpful scientifically, but economically.

Mr. RATHBUN. If I can make a remark in this connection, looking at it from a financial standpoint, the bureaus which are under the Smithsonian do nothing for the Smithsonian; but, on the other hand, the Smithsonian does an immense amount for the bureaus. Doctor Adler has spoken of some of those facts. I have before me a statement, which was not drawn up for this purpose, but for another purpose, of the amounts of money paid by the Smithsonian Institution for the National Museum. Up to 1877 they amounted to \$113,000.

The CHAIRMAN. Give that statement to the stenographer and let him print it in connection with your remarks. How much of a statement is that?

Mr. RATHBUN. It contains salaries—the salaries of Assistant Secretary Baird, assistants and labor, expenses of collection, explorations, etc.

The CHAIRMAN. How many pages does it cover?

Mr. RATHBUN. It is on one sheet.

The CHAIRMAN. If you can give it to the stenographer and let him treat it in connection with your remarks we would be glad.

Mr. RATHBUN. Yes, sir. This is what the Smithsonian did then. It has done more since. When it is claimed that the Smithsonian Institution may be using the Museum to take care of its collections, the fact is that the Museum or the Government should be only too glad to do it, because the Museum is something which is benefiting the public, and we are using those collections for the benefit of the public. They are not stored away, as they would have to be under the Smithsonian, and I assure you, sir, that unless we have a greater convulsion than has just happened on the West coast, those collections will stay there always as one collection, and should stay there.

Mr. SMITH. I am not criticising you, but I wanted to know what you are paying out of the Smithsonian and what out of the Government. I do not know but that the Government has the best of it. But we wanted to know the facts.

Mr. TAYLOR. I am glad to see that you gentlemen of the Museum have a high regard for the Smithsonian Institution. It was my impression that you regarded the Smithsonian Institution as an antiquated attachment to the National Museum. My own inclination was to regard the Smithsonian as the progenitor, the worthy progenitor of the Museum, and as an institution bound to live forever, and always to be recognized as at the head of the National Museum.

Mr. RATHBUN. We have, and are bound always to have, that good opinion of it.

*Smithsonian moneys expended for the Museum, 1849-1877.*

Year (calendar).	Assistant Secretary Baird.	Assistants and labor.	Expenses of collections.	Explorations.	Transportation.	Miscellaneous.	Total.
1849.			\$184.50				\$184.50
1850.	\$750.00		543.00	\$150.00	\$108.00	\$20.00	1,566.00
1851.	1,500.00		183.03	50.00		564.74	2,297.77
1852.	1,999.94		215.57			566.57	2,782.08
1853.	1,999.92		240.04	250.00		229.71	2,719.67
1854.	1,999.92		157.19	250.00		536.54	2,943.65
1855.	2,000.00		150.00	150.00	529.24	790.45	3,419.69
1856.	1,999.92	\$327.00	220.08	158.25	349.96	390.78	3,445.99
1857.	1,999.92	500.00	49.78	57.52	450.00	596.57	3,653.79
1858.	2,000.00	404.64	675.25	114.13	368.26	1,074.90	4,637.18
1859.	2,000.00	2,378.38	16.87	315.65	544.34	1,250.86	6,506.10
1860.	2,000.00		111.23	476.45	872.76	387.28	3,847.72
1861.	2,000.00			432.25	406.33	1,128.52	3,967.10
1862.	2,000.00			555.29	354.54	631.89	3,541.72
1863.	2,000.00			762.39	695.29	395.40	3,853.08
1864.	2,000.00	1,096.56		797.76	400.00	1,830.31	6,124.63
1865.	2,000.00	2,774.14			500.00	954.12	6,228.26
1866.		1,568.04		872.31		1,322.85	3,263.20
1867.	2,000.00	3,890.39		923.49		1,715.81	8,529.69
1868.		3,226.72		1,682.57		1,488.29	6,397.58
1869.		5,307.50		611.54		3,513.96	9,433.00
1870.	2,000.00			1,414.13		3,008.84	6,422.97
1871.	2,000.00			1,301.07		6,132.95	9,434.02
1872.						5,034.07	5,034.07
1873.						278.31	278.31
1874.						703.00	703.00
1875.						1,908.45	1,908.45
1876.						150.00	150.00
1877.						421.23	421.23
Total .....	36,249.62	21,473.37	2,746.54	10,824.80	5,573.72	37,026.40	113,894.45

FRIDAY, April 20, 1906.

SMITHSONIAN INSTITUTION—Continued.

**STATEMENTS OF MR. RICHARD RATHBUN AND MR. CYRUS ADLER, ASSISTANT SECRETARIES OF THE SMITHSONIAN INSTITUTION, ACCOMPANIED BY MR. W. DE C. RAVENEL, ADMINISTRATIVE ASSISTANT, NATIONAL MUSEUM, AND MR. FRANK BAKER, SUPERINTENDENT, NATIONAL ZOOLOGICAL PARK.**

**PRESERVATION, EXHIBITION, AND INCREASE OF COLLECTIONS.**

The CHAIRMAN. Now, Mr. Rathbun, in the next item, page 35 of the bill, "for continuing the preservation, exhibition, and increase of the collections from the surveying and exploring expeditions of the Government, and from other sources," etc., your estimate for the coming fiscal year is \$30,000 in excess of the current appropriation.

Mr. RATHBUN. Yes, an increase of \$30,000—from \$180,000 to \$210,000. This item is really the principal one of the Museum, and if I may make some explanation in regard to matters in general, I would like to show why the needs of the Museum are increasing.

First of all, the exhibition space in the two buildings amounts to 129,000 square feet, or three acres. The work rooms and shops, laboratories, storerooms, and the places for the heating apparatus, etc., amount to 109,000 square feet, or 2½ acres; that is to say, we are

taking care of 5½ acres of space in the building. I will say, for the information of the committee, that the new building will add about 10 acres of floor space.

Mr. TAYLOR. You mean that building alone will have 10 acres?

Mr. RATHBUN. Just a little under 10 acres. That is not ground space, but floor space. The Museum, of course, has to do with specimens. It has a collection of material—

The CHAIRMAN. Do you contemplate increasing this space that you are now occupying during the coming fiscal year?

Mr. RATHBUN. We will not increase the space for two or three years. I am not counting on anything now in regard to the new building. That does not come up at present at all, but the collections themselves are increasing. According to law the National Museum is the depository of collections obtained by the Government surveys. These, of course, amount to a great deal and come mainly through the Geological Survey, the Fish Commission, many bureaus of the Department of Agriculture, and the Bureau of American Ethnology, which was described yesterday.

The material from the Government surveys has been coming in for more than sixty years. During that period we have also had private donations amounting to over 50,000. These donations may range in extent from a few specimens to over 100,000 specimens, and, of course, the size of specimens vary from small ones up to big ones. During the past year and a half we have had two private donations out of the ordinary. One of them is the private collection in botany of John Donald Smith, of Baltimore, containing over 100,000 specimens of plants, one of the finest collections of its kind in the world. We also received a collection of 50,000 insects, made by Mr. William Shaus, which he had in London for study in connection with the British Museum. The estimated value placed by these gentlemen on their collections was \$100,000.

The CHAIRMAN. Including both collections?

Mr. RATHBUN. Yes, sir. That would be 75 cents apiece for the specimens. But if the British Museum, for instance, had wanted them (referring to the collection of insects), they would very likely have been willing to pay more for them. These men gave the specimens outright to this country.

Mr. TAYLOR. Why did not the British Museum want them? Were they duplicates?

Mr. RATHBUN. I am sure that Mr. Shaus would not have sold them. He is a man of means.

Mr. TAYLOR. I mean if the British Museum had wanted them they would have offered a big price?

Mr. RATHBUN. They were not offered for sale.

The CHAIRMAN. Has the British Museum a collection corresponding to this?

Mr. RATHBUN. Oh, yes. The British Museum and the National Museum at Paris both have large collections, but of course one is richest in one line, the other in another, and so on.

I have spoken of the Government surveys as a source of collections, then of donations; now I will mention exchanges. The duplicate specimens are used, under the law, for exchanges, by which we get many of our best things; but the bulk of our duplicate specimens are made up into sets for educational establishments throughout the

country. Of these we are sending out hundreds every year—every request coming with the indorsement of a Member of Congress.

The CHAIRMAN. The bulk of the duplicate specimens?

Mr. RATHBUN. Yes, sir. They are used for two purposes. One for exchange in enlarging our collections, the other in making up collections to send to colleges, high schools, and other high grade establishments for educational purposes.

The CHAIRMAN. Do you send these out on the application of Members of Congress?

Mr. RATHBUN. It has been the rule from the beginning that an indorsement should be received from a Member of Congress, simply as a guaranty of the standing of the school.

Mr. SMITH. What particular publication was this?

The CHAIRMAN. This is his duplicate specimens.

Mr. RATHBUN. We give until the material is exhausted, and then when we are out we have to refuse.

Mr. SMITH. They have sent specimens to a number of our high schools in Iowa.

The CHAIRMAN. I see you estimate this amount for the last four years.

Mr. RATHBUN. Yes, sir; this is the sixth year that we have had \$180,000, and during that period we have received specimens, added to the collection, averaging in number 270,000 a year. That is, during the past six years we have received 1,350,000 specimens.

Now, on June 30 last the total number of specimens in the Museum had increased to over 6,000,000. To that number should be added 30 carloads obtained from the Louisiana Purchase Exposition, which were not opened at that date, and which can not be opened yet because we have no means of taking care of them except in storage.

The CHAIRMAN. You have not the space to accommodate them, have you?

Mr. RATHBUN. No, sir; not at present. Of course these collections will wait for the new building.

The CHAIRMAN. You do not need any additional force for this purpose?

Mr. RATHBUN. We are not asking for any additional force for that purpose. It does mean some additional persons, but that is a minor matter. This Museum ranks with the museums of London and Paris, except in the matter of buildings and conveniences. So far as collections in natural history, geology, ethnology, and archaeology are concerned, we are well up. The other branch which has been retarded, simply for lack of space, is that of the industrial arts. That is the industrial side of the Museum which caused the erection of the present Museum building, in which it is intended to install at once—with the material obtained from the Philadelphia Centennial as a basis—a fine exhibition illustrative of the progress of the industries of the country, for the benefit of practical men—the producer and the workman. As soon as the new building is finished we will have room in the old one to carry out this important purpose. That matter was brought out before the subcommittee on Appropriations when the plans for the new building were under consideration.

Now, Mr. Chairman, it seems impossible to say what is the value of the Museum collection as a whole, but it is certainly several million dollars. Some single parts or sections of the collection are each worth

intrinsically up to fifty, seventy-five, and one hundred thousand dollars. The General Grant collection alone, which was valued at something like \$75,000 or \$100,000 when it was given to the Government, is now of course worth very much more. When Mrs. Grant died she gave the collection presented to her during the trip around the world, and that alone was valued at \$40,000.

The CHAIRMAN. Now, let me ask you, can you employ in the space you are now occupying any more people to perform the service in taking care of and classifying these exhibits than are now employed?

Mr. RATHBUN. Yes, sir.

The CHAIRMAN. Is it necessary to employ any more?

Mr. RATHBUN. For the preservation of the collections; yes, sir.

The CHAIRMAN. How much of a balance have you left over from this appropriation for the current year?

Mr. RATHBUN. The balance on April 1 was \$50,000. Shall I stop my general explanation?

The CHAIRMAN. It is not so much the value of the exhibits that we are concerned about here as the necessity of increasing this appropriation. I observe that out of this \$180,000 you have paid \$160,422.34 for salaries during the fiscal year 1905, ended June 30 last.

Mr. RATHBUN. Here is the present pay roll, showing also the increases in salaries desired [submitting same].

(The paper in question is with the files of the committee.)

The CHAIRMAN. This increase of \$30,000 asked for is intended to meet the demands for increased salaries?

Mr. RATHBUN. No, sir; not that alone. It is for three purposes. It is for increases in salaries, for the addition of 13 persons, and for the additional money needed to run the Museum.

The CHAIRMAN. What is the increased estimate of salaries?

Mr. RATHBUN. The total increase for salaries of the present staff is \$10,203, as shown in the foregoing statement. The increase requested for adding to the staff amounts to \$11,520. Besides these it is asked that \$8,277 be added for increase in the general maintenance.

The CHAIRMAN. Does this cover freight?

Mr. RATHBUN. This covers all the freight, except the material from St. Louis, for which Congress made a special appropriation.

Mr. SMITH. If you buy drawers or cases, as you spoke about yesterday, they would be paid for out of fixtures; but outside of that everything would be paid out of this appropriation?

Mr. RATHBUN. Yes, sir.

Mr. RAVENEL. Last year we paid \$2,154.14 for freight and cartage.

The CHAIRMAN. When will this new building be completed? When is it to be completed?

Mr. RATHBUN. We hope it will be roofed over in two years. We sincerely hope so. We are working for it.

Mr. SMITH. Do you pay out of this appropriation for chemicals and the like used in the preservation of the collections?

Mr. RATHBUN. Yes, sir.

We have other items, as for building repairs, furniture and fixtures, heating and lighting, books, postage, etc., but this is the main item—the preservation of collections. For instance, all the general supplies. There is the alcohol—

The CHAIRMAN. What is the balance of this appropriation for 1906?

Mr. RATHBUN. The balance of this appropriation on April 1 was

\$50,000. From that will be paid, of course, the salary roll for the rest of the year, and there are orders out for supplies, etc., amounting to \$8,300.

#### RUNNING EXPENSES.

The CHAIRMAN. Do you apportion these appropriations by monthly or quarterly allotments, or otherwise, at the beginning of the fiscal year?

Mr. RATHBUN. First of all, at the beginning of each year, with this and all main appropriations, a small percentage is put aside that can not be touched until toward the end of the year. That is one safeguard. A schedule is made out which you may say is practically a monthly schedule, and it holds good in nearly all cases, but when you come to heating and lighting we have to have our coal in the winter. In the matter of building repairs, the main repairs to-day are on the roofs. We have to make those repairs in pleasant weather; that is, in the summer, the early fall, and the spring, so that in the middle of winter not so much work is going on. Everything is carefully planned beforehand, and I will say, Mr. Chairman, that the Smithsonian Institution has never created a deficiency and it never will.

#### PURCHASE OF SPECIMENS.

The CHAIRMAN. The next item is for the purchase of specimens to supply deficiencies in the collections of the National Museum.

Mr. RATHBUN. That is an item, sir, which is easily explained. The collections, as I said before, come from the Government surveys, from private donors, and through exchanges. Now, there are many gaps in the collections, as Mr. Langley used to explain to the committee. Important collections are offered for sale, and specimens are needed to complete series, which we are not able to obtain.

The CHAIRMAN. How do deficiencies arise?

Mr. RATHBUN. I say we are practically dependent upon material given to us. We have not the collecting or choice of things. The private donors send us what they have to send, but the contributions are lacking in important ways. In the American Museum of Natural History in New York from \$50,000 to \$100,000 or more are expended annually just for the purchase of specimens.

The CHAIRMAN. This is for the purchase of specimens to supply deficiencies in the collections?

Mr. RATHBUN. Yes.

The CHAIRMAN. How do these deficiencies in your collection arise?

Mr. RATHBUN. Simply because we do not obtain all the specimens we need from the customary sources.

The CHAIRMAN. This language would imply that you have a specimen, and that there is a deficiency in that specimen.

Mr. TAYLOR. There is a deficiency in the collection.

Mr. RATHBUN. I think I have explained what it is. It is simply to fill gaps in the collections.

The CHAIRMAN. This language would not imply that it was intended to duplicate it, but it does imply that for some cause a deficiency has occurred in the collections you now have.

Mr. RATHBUN. It means that certain necessary specimens can only be obtained by purchase.



Mr. TAYLOR. It means that you get collections that are not complete in themselves, and you have to supply what is incomplete in the collections, and you call that a deficiency?

Mr. RATHBUN. That is precisely it.

The CHAIRMAN. Why could you not supply these gaps from the appropriation just preceding?

Mr. RATHBUN. We are permitted so to do, Mr. Chairman, by the language of that item, but the size of the appropriation prevents more than a few purchases.

The CHAIRMAN. But you put that in as a means of getting more money?

Mr. RATHBUN. Yes. But this thing is put squarely before the committee. If the committee appropriates on that item, of course the Treasury Department would not pay for the purchase of specimens from the other. It is submitted virtually with the intention of getting more money.

#### PURCHASE OF BOOKS, PAMPHLETS, AND PERIODICALS.

The CHAIRMAN. The next item is for the purchase of books, pamphlets, and articles for reference, and so forth.

Mr. RATHBUN. It is necessary to buy books, and so forth, and there is an appropriation of \$2,000, which has remained the same from the beginning. The explanation which accompanies the estimate is, I think, a very fair explanation of why the increase should be granted.

The CHAIRMAN. Let me ask you right there, how much of a balance did you have at the end of the fiscal year 1905 of this appropriation?

Mr. RATHBUN. \$70.49 on the 1st of April. That is for 1905.

#### REPAIRS TO BUILDINGS, SHOPS, AND SHEDS.

The CHAIRMAN. For repairs to buildings, shops, and sheds, \$15,000. Your estimate for the coming fiscal year is the same amount as that carried by the current appropriation?

Mr. RATHBUN. Yes, sir.

The CHAIRMAN. What is the character of these repairs on the National Museum? They continue every year at \$15,000. How do you manage to spend that sum in that way?

Mr. RATHBUN. When the Museum building was put up it was constructed for \$250,000. I think they put the roof on for something like \$20,000. The result is that the roof is no good. It has buckled under the weight of snow. It leaks like a sieve, with the result of destroying walls, specimens, and so forth. That has been the cause of a large part of the expenditure.

The CHAIRMAN. In the last six years you have had \$90,000 appropriated for that purpose, which is almost 50 per cent of the cost of the building.

Mr. RATHBUN. Yes, sir; and it will continue so until it is put in proper shape.

The CHAIRMAN. What repairs do you contemplate making out of this appropriation in the event it is granted?

Mr. RATHBUN. There are two main things to do. The appropriation does look large; there is no question about it, but it is necessary. We have been experimenting extensively with the roof. We have put

on outside material, and have, by keeping a force at work, prevented as much as possible danger to the specimens and other contents of the building. But even with the last experiment, concluded a year ago, we have not been able to make that extensive roof secure. We have recently obtained advice from experts at the Treasury Department, and find that we can actually begin to replace the roof, even with the specimens inside the building. We can do it section by section, not waiting for the completion of the new building, and it is our intention, with the continuation of this appropriation, to begin upon the main or north section of the roof this spring or in the early part of the summer and proceed with the entire roof just as fast as we can.

There is another matter that has come up. We wish that you would come to the Museum to see about it so that we could explain it better. The Museum building is virtually one large room, an immense room, covering over 2 acres of land. It is separated into sections by partitions, with great openings at short intervals, reaching far toward the roof. The building is fireproof. It is of brick and iron and glass almost exclusively. The specimens, however, are in large part not fireproof, but inflammable if once set on fire. We are taking the greatest precautions against fire, and have begun to fill in the large openings with fireproof material. We have millions of dollars' worth of material closely assembled that may go up in flames in half an hour.

The CHAIRMAN. Have you during the past or current fiscal year expended any of this appropriation in replacing the roof?

Mr. RATHBUN. Not in actually replacing the roof, except a little section. There is a balance this spring that we have been saving for the roof work.

The CHAIRMAN. What balance have you of the appropriation for 1905, and what balance have you in the current appropriation?

Mr. RATHBUN. For 1905 there was a balance on April 1, 1906, of \$307. Of the current appropriation there is a balance on April 1 of \$7,500.

The CHAIRMAN. You propose to spend that this year on the roof?

Mr. RATHBUN. Yes; on the roof. The risk is too great. The Museum is too valuable a property of the Government to take further risk. In the new building there would be no such appropriation needed for repairs. This item includes the workshops, too, besides the building proper.

The CHAIRMAN. I do not suppose you have a separate account this past year of the money spent on the buildings and the money expended on the shops and sheds, have you?

Mr. RAVENEL. Yes; in 1905, \$420 was expended on repairs to workshops; on the Museum building roof, \$3,962; for the principal interior repairs, including painting of walls, etc., \$2,009; in cleaning out and rendering sanitary the trenches under the Museum building, and other improvements, \$1,572. On the part of the Smithsonian building occupied by the National Museum \$363.73 was expended for interior repairs and \$242 for repairs to the roof, gutters, windows, etc. Owing to the condition of the roof of the National Museum, it has always been necessary to keep a force of men available throughout the year, especially during the winter months. During the year 1905 this force consisted of 9 regular men, 2 carpenters, and skilled laborers, including a tinner. In 1906 the force was reduced to 6 men,

with a view to saving sufficient funds to put permanent metal roofs on the Museum building.

#### RENT OF WORKSHOPS AND TEMPORARY STORAGE QUARTERS.

**Mr. RATHBUN.** The rent of workshops and storage quarters is a necessary item, and the amount is absurdly low, because, except for the workshops which are ample in their way, the collections stored, which are ample in quantity to again fill the National Museum building, are contained in one building and one group of buildings filling them, from the floor to the roof, with only narrow passageways.

The **CHAIRMAN.** You rent the buildings, do you?

**Mr. RATHBUN.** We rent three buildings, and one good-sized group of buildings. You have the amount there—\$4,580. We are taking a very great risk, not in the workshops, but in the storage buildings. The appropriation ought to be increased, but we have not asked it. We should be able to scatter these collections more, because if a fire occurred to-day (we have there the entire collection from St. Louis, which is, however, not the tenth part of what is in storage) they would all go up in flames. They are all cheap frame and brick buildings.

The **CHAIRMAN.** Have you anything there in connection with your workshop that would be liable to set fire to the buildings? Are the workshops close to the storage buildings? There is nothing loose in the buildings where you have this material stored except the material itself?

**Mr. RATHBUN.** In greater part nothing. With one exception the storage buildings are at some distance from the workshops, and the former are, therefore, devoted almost exclusively to storage. Every precaution is being taken, and the collections are practically inaccessible because of the crowded condition of the buildings.

The **CHAIRMAN.** It is in charge of watchmen?

**Mr. RATHBUN.** Yes; watchmen day and night, and every precaution is taken.

The **CHAIRMAN.** These various articles are being stored in this storage room that you speak of for the purpose of retaining them until you are able to occupy the new National Museum building?

**Mr. RATHBUN.** Yes. Of course, duplicates will be found among them eventually, because we have not been able to go through them yet.

**Mr. SULLIVAN.** Will you need space for storage after the new building is occupied?

**Mr. RATHBUN.** After the new building is occupied all the outside buildings for storage can be dispensed with.

#### EXPENSES OF SUNDAY AND NIGHT OPENING.

The **CHAIRMAN.** The next item on page 37 is new—"for the necessary expenses of keeping the National Museum building open to the public on Sundays," etc.

**Mr. RATHBUN.** I have nothing to say in regard to that item except the following: It is something that is done in all the big museums of the world. It is done at the Library of Congress, and it is something that would place the building at the disposal of two or three times as many people as are able to visit it to-day. It is simply that.

The **CHAIRMAN.** Would you not be able to accommodate the greater part of the people who desire to visit the National Museum and are

unable to do so by keeping it open, say, two hours longer, or say until 6 o'clock in the evening? Do you not imagine a good many people would go there in the evening if it were kept open nights?

Mr. RATHBUN. Yes. But 6 o'clock is an inconvenient hour for people to go, generally. It is usually their dinner time.

The CHAIRMAN. I understand. But people who visit Washington—and they are the principal ones who visit the Museum—usually spend the day up until 6 o'clock in sight-seeing, and if they could remain there until 6 o'clock that would accommodate them.

Mr. RATHBUN. During the summer there would be no need of extra lighting up to that hour. In winter there would be need of electric lighting. We have the installation. The watchmen would have to work ten hours, which of course is contrary to law. We can not employ anybody over eight hours. We would also have to start another steam watch. That is to say, it would cost practically as much to keep the building open until 6 o'clock as it would to keep it open until 10 o'clock.

Mr. RAVENEL. Except a small amount of electricity—

Mr. RATHBUN. On Sundays it could be kept open with just the additional help needed and the amount of coal burned.

The CHAIRMAN. What additional help would be required?

Mr. RATHBUN. For extra cleaning and watchmen. The building has to be cleaned throughout every day. It is a sight at the close of day after the many visitors have departed.

#### RECORD OF VISITORS.

Mr. TAYLOR. Have you an estimate of the visitors there?

Mr. RATHBUN. It is not an estimate. It is an actual record.

Mr. TAYLOR. What is the average? Is it increasing or decreasing?

Mr. RATHBUN. Beginning with 1881 we have here the annual number of visitors (submitting statement).

The CHAIRMAN. I see in 1881 your average attendance for the year was 150,000 persons in the National Museum building, and in 1904, 220,778.

Mr. RAVENEL. We also had 125,000 in the Smithsonian part.

The CHAIRMAN. Yes, in the Smithsonian you had 100,000 in 1881, and 214,000 in 1904.

Mr. TAYLOR. Those are chiefly the same people, are they not?

Mr. RAVENEL. In the case of the largest attendance, Mr. Taylor, it is not that way. At inauguration a great many people get to one building that never get to the other at all.

Mr. TAYLOR. I do not see the report for 1904. Where did you get that?

Mr. RAVENEL. That is the 1903 report. We are averaging about 2,000 a day now.

Mr. RATHBUN. Since the Library of Congress was opened it has been a great attraction to the people, and it has lessened our average somewhat.

Mr. TAYLOR. Is not your attendance increasing this year?

Mr. RATHBUN. It is up and down. In years when inauguration occurs there are always very many more, naturally, or in years when conventions are held here.

The CHAIRMAN. How does the number of visitors in the winter months compare with the number in the summer months?

Mr. RATHBUN. The spring is the best time. I have prepared tables which fully bring out the facts in regard to this matter.

The CHAIRMAN. What time in the spring does the attendance commence to increase?

Mr. RATHBUN. About now, or just a little before.

The CHAIRMAN. About the 1st of April?

Mr. RATHBUN. Yes—

Mr. SULLIVAN. When the railways make a rebate to tourists.

Mr. TAYLOR. That is due now to the Daughters of the American Revolution in this city at the present time.

Mr. ADLER. The month of August, I have noticed, is always a very heavy month. When school-teachers end up their vacations North and South and stop here they come down in large parties, when ordinarily it would be considered a dead month.

Mr. RATHBUN. I could give you the exact figures. The watchman at the door has a little instrument by which he registers the visitors as they come in.

The CHAIRMAN. I simply wanted it approximately.

Mr. RATHBUN. We have worked it out month by month since 1881.

Now, Mr. Chairman, with regard to the new building, Mr. Green, of course, is understood to present the facts.

## NATIONAL ZOOLOGICAL PARK.

The CHAIRMAN. You have the Zoological Park under you?

Mr. RATHBUN. Yes, sir. Doctor Baker, who is superintendent of the Zoological Park, is here. The question there is the increased number of animals, the increased amount of work to be done.

The CHAIRMAN. Have you a written statement there, Mr. Rathbun?

Mr. RATHBUN. I have simply the headings. I would put it something like this: The appropriation to-day is \$95,000. It has been that for three years.

The CHAIRMAN. Was there a balance left over for the fiscal year 1905?

Mr. RATHBUN. There was, of course, some balance. On April 7 there was a balance on the appropriation for the last fiscal year of \$151.34.

The CHAIRMAN. To meet any outstanding obligations incurred during that fiscal year?

Mr. RATHBUN. Yes; but of course it is back in the Treasury Department now.

The CHAIRMAN. It is there for the purpose of meeting any obligation that has not been settled?

Mr. RATHBUN. Yes; for two years from the date of the appropriation. Now, in the ordinary maintenance of the park under the \$5,000 appropriation we are estimating for the food of animals, \$18,000, about as much as is being paid this year. The permanent pay roll amounts to \$37,110 at present, the same as last year.

## SALARIES OF EMPLOYEES.

The CHAIRMAN. Who fixes the salaries of the employees of the park?

Mr. RATHBUN. The Secretary of the Smithsonian Institution.

The CHAIRMAN. I observe that you have increased the salaries of the clerical force of the Zoological Park.

Mr. RATHBUN. There were some increases at the beginning of this year, but they were small. There was an increase in the salary of the principal clerk from \$100 to \$125 a month, and in that of the assistant superintendent from \$1,800 to \$2,000.

#### SALARY OF SUPERINTENDENT.

The CHAIRMAN. When was the salary of the superintendent increased to \$3,300? It was originally \$2,500?

Mr. RATHBUN. That increase was made about three years ago.

The CHAIRMAN. It was, in 1896, \$2,499?

Mr. RATHBUN. Yes, sir. The duties of superintendent are difficult ones, and there is every reason why the salary should be at the amount it is now. His responsibilities are great.

The CHAIRMAN. What are his responsibilities, excepting the superintendence and care of the animals and grounds?

Mr. BAKER. I would like to explain, Mr. Chairman, that the responsibilities are considerably more than that. Of course, there is the supervision of all the supplies and the conduct of the entire matter.

The CHAIRMAN. You supervise the purchase of supplies, do you?

Mr. BAKER. Entirely.

The CHAIRMAN. Do you supervise the work on the park and the walks, and the care of the animals, and so on?

Mr. BAKER. Yes; and the construction of all buildings and everything of that kind is under my charge.

The CHAIRMAN. You are not constructing new buildings out there every year?

Mr. BAKER. Yes, sir; every year. There has not been a year yet when we have not constructed new ones.

The CHAIRMAN. Have you been building to any considerable extent lately?

#### BUILDING FOR SMALL MAMMALS.

Mr. BAKER. Yes; we have been erecting one building.

The CHAIRMAN. What is the character of the building?

Mr. BAKER. It is a building for small mammals, which will cost about \$40,000.

Mr. RATHBUN. It has taken about three years to build, a part having been constructed during each of these years, and the increase asked for is in order that building operations in general may be expedited.

Allow me to state, first, Mr. Chairman, however, that the salary of superintendent of the Bronx Zoological Park in New York is at least \$5,000.

Mr. TAYLOR. How does that compare with our park inside, as to the number of animals, and so forth?

Mr. BAKER. That was established in 1898. It is larger in area, but has not very many more animals than we have. We have 1,500 animals; they have 1,800. It is larger in area and their buildings are more expensive. Their expenses are larger than ours because they spend money more freely and have more money to spend.

#### SALARY OF SUPERINTENDENT AND OF ASSISTANT SUPERINTENDENT.

The CHAIRMAN. I observe that the salary of superintendent in 1896, ten years ago, was \$2,499.96, and in 1901 it was increased to \$2,700.

and now it is \$3,300. Since 1901 you have added an assistant superintendent at a compensation of \$1,999.

Mr. RATHBUN. That person began as property clerk, though he is an experienced naturalist. He has been at the park ever since its inception—

Mr. BAKER. In 1891.

Mr. RATHBUN. His usefulness became so great that he had several promotions, which he deserved, and that was the occasion for the increase in his pay and the change in his designation. It is not a new person.

The CHAIRMAN. How do you arrive at that exact compensation—\$1,999?

Mr. RATHBUN. That is a matter resting with the disbursing clerk.

Mr. BAKER. His compensation was \$2,000, Mr. Chairman, and that is simply derived by adding up fractions of the month, giving one or two cents one way or the other.

Mr. RATHBUN. The salary is \$2,000 and the disbursing officer happened to drop a few cents. It makes a fraction when he divides it into 12 equal parts.

#### CLERICAL FORCE.

The CHAIRMAN. I see in 1901, five years ago, you had one clerk six months at \$90 and six months at \$110, making a total of \$1,200. Why was it necessary for you to increase the clerical force by two and allow each one of them \$1,500 apiece? At the present time you have two clerks receiving \$125 a month.

#### DISBURSING OFFICE ARRANGEMENTS.

Mr. RATHBUN. The clerk in the superintendent's office is the principal clerk of the park. Another clerk is a clerk in the disbursing office. He receives \$1,500; and I will explain that all of the appropriations are expended under the Smithsonian Institution. There is need, of course, of a disbursing office. Instead of having a separate disbursing office for each branch the disbursing office is made one affair for all.

The CHAIRMAN. Is not the disbursing office of the State Department the one that disburses your funds?

Mr. RATHBUN. No, sir; he is the auditor. Now, we employ three, one disbursing agent and two clerks, and we divide the expense of those men pro rata among the several appropriations.

The CHAIRMAN. The National Museum and Zoological Park?

Mr. RATHBUN. Yes, sir; we apportion it according to the amount of the appropriations for everything under the Smithsonian Institution—the Bureau of Ethnology, the National Museum, the Astrophysical Observatory, the Zoological Park, and the International Exchanges—they all come into that disbursing office. We have three persons, and we charge each of those branches with their proportionate share under the appropriations.

The CHAIRMAN. Do you mean to say, in addition to these two clerks paid out of the appropriation for the National Zoological Park, you pay part of the salary of the disbursing officer for the National Museum and Smithsonian Institution?

Mr. RATHBUN. No, sir; the proportion which the park should pay.

The CHAIRMAN. A part of the compensation of the disbursing officer is paid out of this appropriation for the Zoological Park?

Mr. RATHBUN. Yes, sir; this is one of the clerks in the disbursing office.

The CHAIRMAN. Where is he employed? Where is the disbursing office?

Mr. RATHBUN. In the Smithsonian building.

The CHAIRMAN. That is where the disbursements are made for the National Zoological Park?

Mr. RATHBUN. Yes, sir.

The CHAIRMAN. They are not made up in the office of the superintendent?

Mr. RATHBUN. The Zoological Park office makes up the vouchers and transmits them to the disbursing officer.

The CHAIRMAN. In the Smithsonian Institution?

Mr. RATHBUN. Yes, sir; and there the checks are drawn.

The CHAIRMAN. Where are these two clerks employed?

Mr. RATHBUN. The first is employed in the office of the superintendent at the Zoo. The second one is at the disbursing office at the Smithsonian Institution.

The CHAIRMAN. Both of them are paid \$1,500 a year?

Mr. RATHBUN. Yes, sir.

The CHAIRMAN. Does this \$1,500 clerk that is paid out of the appropriation for the National Zoological Park do work in connection with the disbursements of the appropriations of the National Museum and Smithsonian Institution?

Mr. RATHBUN. No, sir; not with the Smithsonian Institution. That has nothing to do with it whatsoever. He gives most of the time to the park. This one mentioned gives most of his time to the park, but suppose he is away on leave. Then one of the other clerks takes up his duties. These three men are in the disbursing office, appointed under the civil-service regulations.

The CHAIRMAN. Are there any other clerks in the disbursing office paid, besides this one, out of the Zoological appropriation and the disbursing officer? How many are employed?

Mr. RATHBUN. Three; the disbursing officer and two clerks.

The CHAIRMAN. From which appropriation is the other clerk paid?

Mr. RATHBUN. The disbursing agent himself gets \$1,500. Another clerk gets \$1,500. The Museum pays the salary of the disbursing agent and half that of the other clerk. The latter is paid for the remaining six months of his time by the International Exchanges and the Astrophysical Observatory.

The CHAIRMAN. Here you have, in addition to that, the property clerk.

Mr. RATHBUN. There are only two men. The one at the park is paid \$1,500. The other's time is counted half to the National Museum and half to the Astrophysical Observatory, the International Exchanges, and the Bureau of Ethnology.

The CHAIRMAN. He is not charged to the Zoological Park?

Mr. RATHBUN. This man is not.

The CHAIRMAN. Is any part of his compensation charged to the Zoological Park?

Mr. RATHBUN. No, sir.



## CLERICAL FORCE.

The CHAIRMAN. Where is the stenographer employed? In the superintendent's office?

Mr. RATHBUN. He is in the office of the Secretary. You see the Secretary attends to a large part of the correspondence, the finances, etc., for all the bureaus.

The CHAIRMAN. Who did that work five years ago? You did not have a stenographer then.

Mr. RATHBUN. Simply because he went under another title. There has been no change since the park was organized.

The CHAIRMAN. The stenographer is employed in the office of the Secretary of the Smithsonian Institution?

Mr. RATHBUN. Yes, sir.

The CHAIRMAN. Where are these three messenger boys employed?

Mr. RATHBUN. There are really only two.

The CHAIRMAN. I see you employed one for a month.

Mr. RATHBUN. One is employed at night and the other in the day. Their duties are in the office of the superintendent in the park. The superintendent's office is in the park.

The CHAIRMAN. What is the necessity of a messenger boy at night?

Mr. BAKER. He has to be there to answer the telephone, and any calls that have to be made in case any of the animals get injured. He sleeps at the office.

The CHAIRMAN. What occasion have you for a photographer out in the Zoological Park?

Mr. RATHBUN. That was a temporary service. He is not there now.

The CHAIRMAN. Did you state the balance on hand at the close of the fiscal year 1905 of this appropriation?

Mr. RATHBUN. For 1905?

Mr. SMITH. It is stated here as being \$11,057.

Mr. RATHBUN. Of the appropriation for the fiscal year ended June 30, 1905, the balance on April 1 was \$151.

If you will allow me to put this briefly in this way, in regard to the National Zoological National Park. We have under the appropriation of \$95,000 food for animals, permanent pay roll, per diem pay roll, extra men to run the heating apparatus, the care and repair of buildings and grounds, fuel, and the miscellaneous expenses.

The CHAIRMAN. Just give that to the stenographer.

## NATIONAL ZOOLOGICAL PARK.

*Approximate allotments for 1907 should the appropriation be increased to \$118,000.*

Food for animals (\$1,500 per month) .....	\$18, 000
Permanent pay roll (same as at present) .....	37, 110
Labor for care and repair and for minor improvements in buildings, inclosures, and grounds, and for general work .....	15, 000
Extra men to run heating apparatus during cold weather .....	700
Materials for minor improvements and for care and repair of buildings, inclosures, and grounds, miscellaneous supplies, and all supplies for animals other than food .....	6, 000
Fuel .....	2, 500
Replacing worn-out fences of animal inclosures .....	1, 500
Outside cages and concrete walks at new animal house .....	3, 000
Extending heating conduits and piping .....	1, 000
Planting shade trees, etc. ....	500
Purchase and transportation of animals .....	4, 590

Building for hospital, quarantine, and laboratory, with equipment.....	\$8,000
Building for machine and carpenter shop and for central heating plant.....	12,000
Inclosures with pools for seals and sea lions .....	4,000
Additional bear yards .....	1,000
Constructing sidewalks, gutters, and drains for new entrance from Quarry road and Irving avenue.....	1,000
Increases in salary .....	2,100
Total .....	118,000

Mr. RATHBUN. I can give you the whole statement to put in. The current appropriation of \$95,000 permits of only limited improvements. As Doctor Baker explained, we have built in three years the substantial building now nearly completed. There is nothing fancy about it. It was accomplished by special economies and savings from year to year.

#### ADDITIONAL BUILDINGS NEEDED.

The present situation is simply this: For the mechanical department at the park we need a brick building which will cost about \$12,000. We need some additional pools for seals and sealions. A building is urgently needed for a hospital for the animals. We can not now isolate an animal when it is taken sick, and we need a place for carrying on any laboratory work that there may be to do; and we need something additional for the purchase and transportation of animals.

The size of the collection depends upon the amount of money available for that purpose. The reason why \$23,000 additional is asked is that these several matters may receive attention next year. Of course we can begin a building out of the current amount appropriated, but other special and important things must be neglected.

The CHAIRMAN. How much of the \$95,000 was expended during the fiscal year 1905 on this building?

Mr. BAKER. Thirteen thousand dollars.

The CHAIRMAN. And you are spending this year how much?

Mr. BAKER. Eleven thousand dollars.

#### COMPARISON OF SALARIES.

Mr. RATHBUN. Mr. Chairman, the one item which appeals most to me relates to the salaries which are being paid to the lower grades of employees.

The CHAIRMAN. I think perhaps that is true, and the salaries paid to the others are high, if you will allow me to suggest.

Mr. RATHBUN. The park at New York pays \$7,000 to the superintendent, and the salary attached to the position corresponding with mine at the Museum of Natural History in New York is \$10,000.

The CHAIRMAN. I am talking about clerks in the park. One thousand five hundred dollars for a clerk in the Zoological Park is a high salary.

Mr. RATHBUN. It is understood that the Government is paying more for such services than outside establishments pay.

The CHAIRMAN. That is so in the city of Washington even, as well as outside; it is so in the municipal government of the District of Columbia. The city pays lower salaries than are paid in any branch of the United States Government in Washington. The private secre-

taries to the Commissioners of the District of Columbia, who are employed constantly, get \$1,400 and \$1,500.

Mr. RATHBUN. Yes, sir. My own secretary, who does all the work of my office—

The CHAIRMAN. He is not included in the park?

Mr. RATHBUN. No, sir. She gets \$1,020, but at the Treasury or other Executive Departments she would undoubtedly receive several hundred more.

The CHAIRMAN. How, then, do you justify the appointment of a clerk in the office of the superintendent of the Zoological Park at \$1,500?

Mr. RATHBUN. We have higher clerks under the Museum, as shown in the list before you.

Mr. SMITH. The question is why the two clerks in the Zoo should get \$1,500 apiece?

Mr. RATHBUN. They are not both at the Zoo.

#### DISBURSING OFFICE ARRANGEMENT.

The CHAIRMAN. When you were out, Mr. Smith, he stated that one is employed in the office of the disbursing clerk and the other is employed in the office of the superintendent of the Zoological Park.

Mr. RATHBUN. If Mr. Smith will permit me, I can explain it in a few words: The disbursing office is one affair, with three clerks; that is, two clerks besides the disbursing agent. Instead of having a disbursing office for each of the bureaus under the Smithsonian Institution, each with a bonded officer and his clerks, we have one disbursing officer for all the bureaus under the Smithsonian Institution.

The CHAIRMAN. What is the total disbursement approximately?

Mr. RATHBUN. It is \$421,000, not including printing, the appropriation for which is disbursed by the Printing Office. Instead of having a disbursing officer for each bureau, these offices are brought together in one, with three men, and their salaries are prorated according to the amount appropriated to each bureau. In that way the disbursing office is run much more cheaply.

Mr. SMITH. You mean you do not charge \$1,500 against the Zoo?

Mr. RATHBUN. Yes; that is the percentage of its appropriation. The Museum pays more.

Mr. SMITH. You are charging one of three clerks to the Zoo, and it has much less than a third of the appropriation; much less than a third.

Mr. RATHBUN. The Museum pays \$2,250. Then the rest is charged, \$750 to the Bureau of Ethnology, International Exchanges, and the Astrophysical Observatory.

Mr. SMITH. Are these other disbursing officers paid more than \$1,500?

Mr. RATHBUN. There are no others.

Mr. SMITH. I mean other than this one you are charging to the Zoo.

Mr. RATHBUN. Not for the Government.

Mr. SMITH. You say you employ three men. I am trying to get at whether the disbursing officer is the fourth man, or one of the three.

Mr. RATHBUN. No; there are only three, the disbursing officer and two clerks.

Mr. SMITH. How much do the three get?

Mr. RATHBUN. Four thousand five hundred dollars.

Mr. SMITH. And when you disburse \$400,000 and \$90,000 you charge the Zoo for a third instead of a fifth. Is that right?

Mr. ADLER. There is another matter connected with the disbursing office which does not appear under the Government appropriation. The disbursing officer is also the accountant for the Smithsonian Institution, and he acts as disbursing officer for that. The amount thus disbursed is about \$60,000. The Smithsonian Institution pays him a salary for that service, so that the disbursing officer, who is bonded to the Government for \$30,000 and to the Smithsonian for \$20,000, gets more salary than either of the two clerks. The clerks get \$1,500 each. In the last few months I have taken up this question and taken the percentages and tried to see if we could not strike an even balance. It is not always easy to do that. But we are willing to make an absolutely even percentage for the payment of the cost of the disbursing officers among the Government bureaus. The Smithsonian Institution of course pays a relatively larger amount than its disbursements amount to, but, as I explained, the Smithsonian Institution usually gets the worst end of a transaction of that kind.

Mr. SMITH. But the Zoological Park pays \$1,500 for both clerks.

Mr. ADLER. I think I found that there was a little inequality in the matter; that the allotments were not quite even; and we are at present engaged in an endeavor to readjust that. There may be a couple of hundred dollars more one way than the other. It seems to me I pointed out that the park is likely paying a little more, and the Bureau of Ethnology a little less, than its full share.

Mr. BROWNLOW. What bonds do these \$1,500 clerks give?

Mr. ADLER. They give no bonds. The disbursing agent himself is responsible for the money. But in regard to the clerks, I think it has always been felt that the clerks in the disbursing office usually receive a little more money than clerks who do not handle money. Mr. Dorsey, who handles this appropriation, pays the people at the park. He goes out there twice a month.

The CHAIRMAN. He does that as an accommodation to the disbursing agent, does he?

Mr. ADLER. He does it as an accommodation, if you will.

The CHAIRMAN. That is his duty, is it not?

Mr. ADLER. It is the disbursing agent's duty to pay off, but inasmuch as we have three bureaus at the building, the Bureau of Ethnology in a rented building up on F street, and the park farther out—and, you know, Mr. Chairman, people are anxious for their money when it is due—it is hard to pay them all at once.

The CHAIRMAN. Where have you a building rented on F street?

Mr. ADLER. It is a floor in the Adams Building, across the way from the Hooe Building. It is occupied by the Bureau of Ethnology.

Mr. SULLIVAN. It is in the building where the Bureau of Statistics is?

Mr. ADLER. Yes, sir. It has been there ever since the Bureau has been in existence.

Mr. RATHBUN. We are desirous, Mr. Chairman, that the requests we make are understood. I can fix these papers up and leave them.

Now, as to preservation of collections under the National Museum, I have the pay roll here.

#### INCREASE OF SALARIES.

That is the most important item under the National Museum, and the men whose salaries we request to have increased are all most deserving

of it. We are losing men all the time. We are losing good men. There are college men working in this service receiving \$600 and \$720 a year. Now, the pressure for increase is very great, and, of course, many people who are not qualified to receive more make their claims like the others; but in the second column of the statement of salaries here presented are shown the increases which are deserved. I do not mean deserved in the ordinary sense of the word, but I do mean that the persons represented far more than earn their present salaries, and if they were to go away they would get more pay. We have lost two persons of the higher grades in the last two years. One of them was selected as the head of the Museum of the Brooklyn Institute, where he gets twice what he did here, and another had his salary doubled by accepting a call to a professorship in Yale University.

The CHAIRMAN. I observe in looking over this statement of the pay roll that you only contemplate increasing the salaries of four \$600 men out of a total of how many—243?

Mr. RATHBUN. Here are the scientific men [indicating]. They are valuable men. We have done our best to get the best results with the money given us, but we are thoroughly ashamed to-day of that pay roll.

The CHAIRMAN. I see you have four curators who are receiving \$2,400 a year each.

Mr. RATHBUN. Yes; that is the regular salary of curators.

The CHAIRMAN. And you have three who receive \$3,500 each.

Mr. RATHBUN. Those are the heads of the three departments into which the Museum is divided. They have the supervision of those departments, and they have work to do besides the supervision. Then the assistant curators; the highest are receiving \$1,800. This man [indicating] has been there since 1881.

The CHAIRMAN. He is doing about the same work that he did when he came there?

Mr. RATHBUN. He is doing far better work. There is another thing which is very important to explain in this connection, and that is that much of the time of the scientific staff and the clerical staff is taken up with preparing and sending out duplicate sets of specimens and a vast amount of information at the request of Members of Congress, for their constituents.

The CHAIRMAN. Let me ask you if the duties of curator are anything more than their name implies? Do they do anything but take care of the collections?

Mr. RATHBUN. Under the law the curator classifies also. Of course his first duty is to see that the specimens are taken care of and then to classify and arrange them. He must be a student—a specialist. He must have training in science and in the special branch to which he is devoted.

#### COMPARISON OF SALARIES.

The CHAIRMAN. Men of that class are not getting any more compensation in educational institutions, are they?

Mr. RATHBUN. Oh, yes; pardon me, they are. The salaries in good colleges range higher. I think perhaps Doctor Adler would have a good idea of their range.

Mr. ADLER. There has been a slow but pretty steady increase in the salaries of scientific men in colleges and universities. It depends con-

siderably upon the section of the country. When Johns Hopkins University was founded it rather set a new pace for professors. They paid their principal professors \$6,000 a year. At Cambridge they increased their salaries to \$4,000 for full professors. At Columbia College some professors get as high as \$7,500, and that is, I believe, the usual salary for a head professor at the University of Chicago.

The CHAIRMAN. These men are at the head of the institutions, are they not?

Mr. ADLER. Oh, no, sir.

The CHAIRMAN. I do not mean the presidents, but the members of the faculty.

Mr. ADLER. Any curator, a head curator in the National Museum, is from the point of view of attainment and estimation outside equal to college professors, men like Doctor Stejneger, or Doctor Ridgway, or Doctor True, are the equals of any naturalists in this country or Europe.

Mr. TAYLOR. Is Doctor True simply a curator?

Mr. ADLER. He is a head curator.

#### INCURRENCE OF DEFICIENCIES.

Mr. TAYLOR. Mr. Rathbun, you stated a little while ago in your statement that the Museum, as I understood you, never had a deficiency and never would have. I was gratified to hear you say it and was gratified to hear you prophesy that you would not incur a deficiency; but the record shows, I regret to say, that you had one.

Mr. RATHBUN. There was a case where there was an anticipated deficiency after the appropriations were made, but in no case has there been a deficiency incurred in advance of an appropriation.

Mr. TAYLOR. There was a deficiency in 1893. If that can be explained, I would like to have it explained.

Mr. RATHBUN. Of course I could tell exactly what it was by looking it up.

The CHAIRMAN. That was a deficiency for fuel.

Mr. RATHBUN. Yes, Mr. Chairman, that was a deficiency for fuel, which passed Congress at the close of the winter.

Mr. TAYLOR. Was it a coal strike, or something of that kind, or an extra period of cold weather?

Mr. RATHBUN. We had estimated \$3,000 more under heating and lighting than was allowed by Congress.

Mr. SMITH. I see you have three deficiencies here—

Mr. RATHBUN. Yes, but these amounts would not have been expended if Congress had not given them to us before the liabilities were incurred.

Mr. TAYLOR. Congress gave it to you in anticipation of a deficiency? But not to cover an actual deficiency that had been created?

Mr. RATHBUN. No, sir; they had not been created in any sense.

FRIDAY, *April 20, 1906.*

INTERSTATE COMMERCE COMMISSION.

STATEMENT OF MR. MARTIN A. KNAPP, CHAIRMAN, ACCOMPANIED BY MR. EDWARD A. MOSELEY, SECRETARY.

The CHAIRMAN. Mr. Knapp, you are chairman of the Interstate Commerce Commission?

Mr. KNAPP. I am.

The CHAIRMAN. Are you familiar with the estimates submitted for the expenses of the Commission during the coming fiscal year?

Mr. KNAPP. In a general way I am, but not so much in detail as our secretary.

The CHAIRMAN. You did not make up the estimates?

Mr. KNAPP. They were submitted to me before they were transmitted to the Treasury Department.

The CHAIRMAN. And approved by you?

Mr. KNAPP. Yes, sir.

The CHAIRMAN. I observe in the first item for salaries there is no change, and no change in the next, covering the salary of the secretary. In the next item, "For all other necessary expenditures," you ask for an increase of \$10,000 over the current appropriation.

Mr. KNAPP. Will you permit me to say, Mr. Chairman, that I have taken the liberty of coming here, at the request of our secretary, to share the responsibility which he should perhaps not wholly assume, and make one or two suggestions as to the form and amount of our appropriation.

So far as the general work of the Commission is concerned little is to be said. In the nature of the case, as you know, our work increases in volume year by year rather more rapidly than would be expected, and the increase for the coming year over the appropriation for the current year is a very moderate one, and certainly not out of proportion to the probable increase of the work and the expense to be incurred in carrying it on.

INQUIRY AS TO RAILROADS IN CONNECTION WITH COAL AND OIL.

The matter of uncertainty is the expenses which must be incurred in attempting to perform the duty cast upon us by this joint resolution recently adopted by the Congress.

The CHAIRMAN. You have submitted for that expenditure, however, a separate estimate?

Mr. KNAPP. We have made a separate estimate for that expenditure.

The CHAIRMAN. The increase I am now speaking of is the increase in your annual appropriation for carrying on the ordinary work of the Commission, and you say that is made necessary by the constantly increasing duties you have to perform in connection with the enforcement of the interstate commerce act.

Mr. KNAPP. Yes, sir. As the railway mileage increases the questions multiply, the statistical work enlarges, the number of tariffs is augmented, and the necessity arises for the employment of a larger clerical force.

About this joint resolution inquiry, Mr. Chairman—

The CHAIRMAN. Before you go on with that, Mr. Knapp, can you tell us whether there is any balance left over of your appropriation for the fiscal year 1905?

Mr. KNAPP. We always have had a balance. It is, approximately, \$10,000.

The CHAIRMAN. Mr. Moseley, will you just give us the balance for the year 1905?

Mr. MOSELEY. The balance at this time is \$10,702.45. That may be reduced somewhat by contracts for legal services which have not been fully completed.

The CHAIRMAN. That has been turned into the Treasury and is available for any obligations that the Commission has incurred during that fiscal year?

Mr. MOSELEY. Yes. The next year, 1904, the balance is \$10,392.02, and of the year 1903 it was \$3,000, and the year 1902 \$488, and the year 1901, \$1,588.34. We generally have something left over. The settled policy of the Commission is to save in every way we can.

Mr. SULLIVAN. That is the settled policy of all commissions, I take it.

Mr. MOSELEY. I do not know. We invite the closest scrutiny of our expenditures.

#### AMOUNT FOR EMPLOYMENT OF COUNSEL.

The CHAIRMAN. I observe, Mr. Knapp, that you want to increase the amount that may be expended in the employment of counsel from \$25,000 to \$30,000. Why has that been found to be necessary?

Mr. KNAPP. We ask now to greatly increase that limitation and for the reason—and that is one of the matters that I wish to bring to your attention—that it seemed to us that instead of having a separate appropriation for the expense of conducting this inquiry under the joint resolution, it is desirable and in the interest of economy simply to increase our general appropriation, putting some limitation upon the amount which may be expended for that purpose, so as not to require a separation of accounts. Where there is simply an added branch of work put upon the Commission it is practically impossible to have an actual separation of the expenses incurred in that work from the expenses incurred in other work.

Of course, as far as counsel are concerned, and experts, that would take care of itself; but to what extent we would find it necessary to increase our ordinary clerical force, which would be employed in part upon this work and in part on our general work, it is impossible to say. I am only suggesting, Mr. Chairman and gentlemen, that instead of making a separate appropriation for that purpose you should simply increase our general appropriation, and specify that only so much of the aggregate sum shall be used for legal services.

The CHAIRMAN. What would be the difference between a specific sum for that purpose and a limitation confining you to the expenditure of so much of the appropriation for that purpose?

Mr. SMITH. He means to add to the general appropriation and increase the amount to be allowed for the employment of counsel from \$25,000 to \$30,000.

Mr. KNAPP. We are asking for something under \$300,000 for our general purposes. Just increase that by whatever amount you will



allow us to expend for the purposes of this joint resolution, putting it all in one sum——

The CHAIRMAN. And then limiting the amount to be expended for the investigation?

Mr. KNAPP. Yes. A considerable sum will have to be paid to counsel in that investigation.

The CHAIRMAN. Do I understand you to say that you would be willing to have a certain amount of the general appropriation limited for this purpose?

Mr. KNAPP. Yes; only so much for counsel, only so much for library, only so much for printing outside the Government Printing Office.

Mr. SMITH. I understand your idea is that your present force might do some of the clerical work upon this new inquiry?

Mr. KNAPP. Yes; it would to a certain extent. For instance, there is a clerk on our pay roll to-day engaged on our regular work. To-morrow we may ask him to do something connected with this joint resolution.

Mr. TAYLOR. If the two items were not separated, would it not continuously require you to employ a different set of clerks?

Mr. KNAPP. Yes; there would also come up questions of light and furniture and stationery and everything of that sort in addition.

The CHAIRMAN. We have already given you in an urgent deficiency appropriation bill an appropriation of \$45,000, intended to be expended in the carrying on of this investigation during the current fiscal year. Is the manner in which that appropriation is made satisfactory to the Commission?

Mr. KNAPP. Entirely so. As I understand it, that is simply so much added to our appropriation for the current year. Of course we would not spend more than that.

The CHAIRMAN. The language used by the committee in framing that appropriation makes available so much money appropriated as may be necessary for clerical work and rent, etc., to be paid out of this appropriation, although it may be that some of the clerical force may be employed in the general work of the Commission.

Mr. KNAPP. I have not seen the language in which that appropriation is made.

The CHAIRMAN. The appropriation reads as follows:

To enable the Interstate Commerce Commission to give effect to the provisions of the act to regulate commerce and all acts and amendments supplementary thereto, including the joint resolution "instructing the Interstate Commerce Commission to make examinations into the subject of railroad discriminations and monopolies in coal and oil, and report on the same from time to time," approved March seventh, nineteen hundred and six, the sum of forty-five thousand dollars is hereby transferred to said Commission, and made available for the remainder of the fiscal year nineteen hundred and six, from the balance of the appropriation of five hundred thousand dollars for the enforcement of "An act to regulate commerce" and all acts amendatory thereof or supplemental thereto, and other acts mentioned in said appropriation, made in the legislative, executive, and judicial appropriation act for the fiscal year nineteen hundred and four, and reappropriated for the fiscal year nineteen hundred and six by the sundry civil appropriation act, under the Department of Justice: *Provided*, That the total amount that may be expended in the employment of counsel by the Interstate Commerce Commission shall not exceed the sum of forty-five thousand dollars during the fiscal year nineteen hundred and six, etc.

Now, we transfer from the fund appropriated in 1904 for the inquiry into the question of the violation of the antitrust law \$45,000, to be

available for the purpose, including the pay of clerical force; but it is to be expended in that way.

Mr. KNAPP. Yes; I understand it is to be an addition to our appropriations for the year, and while there is a limitation to the amount to be paid for counsel fees, there is not a limitation, as I understand it, of the amount we can spend for the purposes of this joint resolution inquiry, although we should regard ourselves as under obligation not to use out of the aggregate appropriation more than \$45,000 for that purpose, whether that is in the language of the bill or not.

Mr. SMITH. Do you mean, Mr. Chairman, that they would be willing that another appropriation be taken out of that \$500,000 fund?

The CHAIRMAN. I want to find out whether the language appropriating the \$45,000 in the urgent deficiency bill is satisfactory, so far as the money for this investigation is concerned. Suppose we carry this item just as we have here, \$300,000 or \$290,000, or whatever the committee may agree on, and then put in a separate item, using the same language as was used in the urgent deficiency bill, or \$100,000 additional.

Mr. KNAPP. There is no difference about that, Mr. Chairman.

The CHAIRMAN. That will enable Congress to keep some tab or some track of the amount which this investigation is costing, and when the investigation is ended we can go on with your regular appropriation.

Mr. KNAPP. Of course, it is no consequence to us where the money comes from, whether it is taken from the Department of Justice or some other source, the only point is to make it available for us. My suggestion is that by some appropriate language the addition for this purpose be in substance an addition to the appropriation for the next fiscal year, with a limitation upon the amount which may be used for that purpose, so that it will involve no separation of accounts, except as we should separate them to an extent and as far as practicable for the information of Congress later on.

In this connection let me bring up another point. At the present time we get one appropriation for our general purposes and another appropriation for the administration of the safety-appliance laws. Really that is simply one branch of our work, and not capable of complete separation from the other branches. The inspectors, of course, are separate and additional employees, but so far as the clerical work in the office is concerned, the keeping of accounts, as well as many other matters, it is all intermingled in a way that makes actual separation impracticable.

The CHAIRMAN. That argument would apply to almost any appropriation made for the other Departments, and if it were followed literally it would be impossible for Congress to keep in touch with the growth of any particular branch of your service. This is a separate service created by an act of Congress, and in order that Congress may be informed from year to year as to the growth there is no other way of appropriating for this service which has been specially provided for by law.

Mr. KNAPP. If you will pardon me, my suggestion would be this, that you add the safety-appliance appropriation to the other appropriation, and then further along in the section say "and not more than so much may be expended for safety-appliance purposes." Then we will make a report to you at the end of the year and show exactly how much we have used for that purpose. It is a matter of no great

importance. It would simplify the accounting and somewhat simplify the work of the accounting officers of the Treasury Department.

The CHAIRMAN. We will take that matter under consideration when we come to make up the bill.

How much do you estimate will be necessary or you will be required to spend in the next fiscal year in the investigation authorized by the so-called Tillman-Gillespie resolution?

Mr. KNAPP. We can only make the vaguest approximation. We have started in as promptly and as energetically as we know how and are organizing the work as well as we are able to do. We have employed counsel, who will be paid at the rate of about \$1,000 a month, which is certainly as small a sum as you could expect to secure competent men for. We are employing some expert engineers to examine these coal properties. A good deal of that work has been done. We have other employees working at the matter in other ways. I should say that our expenses are running now pretty well up to \$10,000 a month for that purpose. How long that will continue I have not any idea. It might considerably increase. It is likely to be considerably less during the summer months. I think a member of this committee is just about as competent to forecast the future requirements of that investigation as a member of the Commission.

The CHAIRMAN. Well, roughly estimating it, you think \$160,000 will enable the Commission to carry on the investigation during the coming fiscal year?

Mr. KNAPP. I think that is ample. I do not believe we shall use—I hope not—within a good many thousand dollars of that amount.

The CHAIRMAN. The reason I want to know is that if the committee later takes the view of the matter I do, I think that money ought to be taken out of the fund in the Department of Justice that has already been appropriated for similar investigations.

Mr. SMITH. If you should get the \$160,000 and a limitation is put on as to the amount to be expended for everything else, how much of that \$160,000 would be for attorneys' fees?

Mr. KNAPP. I should make the entire limitation \$50,000; that is, if the \$160,000 is given.

Mr. SMITH. Suppose the \$160,000 is given separately, how much of that would you want for attorneys' fees?

Mr. KNAPP. About \$30,000 or \$40,000.

Mr. MOSELEY. About \$40,000.

Mr. SMITH. Then your statement that if you do it together you can get along with \$50,000 and your asking for \$30,000 under the existing appropriation would hardly "notch?"

Mr. KNAPP. It would seem not, but this is the explanation, that while we have been allowed to expend up to \$25,000 or \$30,000 out of the general appropriation for counsel fees we have in point of fact expended very much less than that. I felt that \$50,000 would be all that we would need to pay for counsel fees for every purpose during the next fiscal year.

The CHAIRMAN. Including this investigation?

Mr. KNAPP. Yes, sir. We might save in one way and use a little more in another. I think it would be a little more suitable and work out better results if we did not try to separate the counsel fees, because we might have the same lawyer assisting in some feature of this resolution inquiry and he might be employed to argue some case

in the Supreme Court or elsewhere arising out of the general administration of the law. You could not make any useful separation, and we would keep our accounts so that when we come to make the next report to Congress it would show just how we charged it up to every purpose as we always have.

If I may venture another word, I am quite aware that Congress has from the beginning shown great confidence in the Commission by giving it an appropriation in a lump sum. I think the records will show that that confidence has never been abused, and I may be permitted to say, without meaning to reflect upon any other branch of the Government, that there has been less extravagance in the Interstate Commerce Commission than in almost any other bureau or department of the Government service. We have felt under a great moral obligation, because we were intrusted with this money to use as we saw fit, to scrutinize all our expenditures and neither in salaries nor any other way pay out a dollar which would not be approved by every member of this committee.

The CHAIRMAN. The next item is at the bottom of page 40 of the bill:

The unexpended balance of the sum of \$10,000 appropriated for the fiscal year 1899 by the "Act concerning carriers engaged in interstate commerce and their employes," approved June 1, 1898, which was reappropriated by the act of March 3, 1905, is hereby reappropriated and made available for expenses that may be incurred under such act during the fiscal year 1907.

Mr. MOSELEY. That is the arbitration law.

The CHAIRMAN. And this new language simply continues that appropriation available?

Mr. MOSELEY. Yes, sir; it reappropriates that money.

Mr. SMITH. Has that money ever been spent?

Mr. MOSELEY. No, sir; not a dollar.

Mr. SMITH. There has been no arbitration?

Mr. MOSELEY. No, sir; the fact that we have the arbitration law is, I think, one reason we do not have to use the money. There has never been a strike on the railroads since this law was enacted which has seriously interrupted business. In fact, I can not now recall any strike since its passage.

Mr. SMITH. That act was passed in 1898?

Mr. MOSELEY. Yes, sir.

Mr. SMITH. And there has been no strike since then?

Mr. MOSELEY. No, sir; no strike which has caused the public a moment's uneasiness or that gave occasion for the Government to intervene.

Mr. SMITH. Did not the strike of the machinists on the Union Pacific seriously interfere with commerce?

Mr. MOSELEY. No, sir; not in the train operation that the law applies to. This law applies to train operation. A man engaged in a shop is different.

Mr. SMITH. He is not covered by this law?

Mr. MOSELEY. No, sir. This is confined to the men engaged in the operation of the trains, the movement of trains, telegraphers, trainmen, conductors, engineers, and firemen.

Mr. KNAPP. Mr. Chairman, in order to make my suggestion definite I ventured to draft a provision which, with your permission, I will read:

Salaries of Commissioners, as provided by the "Act to regulate commerce," \$37,500; salary of secretary, as provided by the "Act to regulate commerce," \$3,500.

That must be in that form, as I understand.

All other necessary expenditures to enable the Commission to properly carry out the objects of the "act to regulate commerce" and all acts and amendments supplementary thereto, of which not exceeding \$50,000 may be expended in the employment of counsel, not exceeding \$1,500 may be expended for the purchase of books and periodicals, not exceeding \$1,500 may be expended for printing other than that done at the Government Printing Office, not exceeding \$85,000 may be expended to enable the Commission to keep informed regarding compliance with the "act to promote the safety of employees and travelers upon railroads," approved March 2, 1893, including the employment of inspectors to execute and enforce the requirements of said act,

Following the language of the present appropriation bill, you will observe—

and not exceeding \$160,000 may be expended in carrying out the objects of the joint resolution "instructing the Interstate Commerce Commission to make examinations into the subject of railroad discriminations and monopolies in coal and oil," approved March 7, 1906, \$504,000, making a total of \$545,000.

That does not provide for the transfer of any part of that money from any other fund, but it would accomplish just the purpose which I take the liberty to suggest.

The CHAIRMAN. Have you or the Secretary considered the item of printing? I see the language "printing other than that done at the Government Printing Office." Is that under this joint resolution which has been adopted?

Mr. MOSELEY. The fact is in regard to printing other than that done at the Government Printing Office, the Interstate Commerce Commission only needs at times to get the work done outside—for instance, they may have to get it done away from Washington, or when it has to be done over night and the Government Printing Office find they can not do it. But it is rarely that we have to do this. The amount we really expend is comparatively small. This is to provide for emergencies.

Mr. KNAPP. It is not new; we have always had that language in the law.

The CHAIRMAN. I understand, but what I am getting at is, the printing you have had done heretofore at the Government Printing Office has been charged to the Congressional appropriation for printing?

Mr. MOSELEY. Yes, sir; I understand.

The CHAIRMAN. And we addressed a letter to you on that subject?

Mr. MOSELEY. The fact is we could only tell what printing we have paid the Government Printing Office for. This information we had ready within an hour of the time that you sent the letter. But when we tried to find out how much Congress had paid for our reports, etc., the Printing Office informed us that they could not let us have that data, because if we got it then we would be ahead of somebody else in answering your inquiry, and that therefore they would hold it back and give it to everybody at the same time, so that no one should get the advantage of the other in showing promptness.

The CHAIRMAN. The Treasury Department has already submitted its reply to my letter.

Mr. MOSELEY. They told us that they would not let us have it then; that they would not allow any one Department to have it sooner than another Department.

Mr. TAYLOR. And then they proceed to handicap you by sending in their information first?

Mr. MOSELEY. We did not know that.

There is one other matter, and that is this: You understand there was \$500,000 appropriated for the enforcement of the antitrust law, the act to regulate commerce, etc., and its expenditure was placed in the hands of the Attorney-General. Out of that sum there has been a small expenditure, and you appropriated \$45,000 to enable this Commission to carry through the additional work which was placed upon it. That is added to our appropriation, as I understand it, to be available only after our entire appropriation is exhausted, or, in other words, we have got to spend every cent before we dip into that fund. That is the understanding I had when you were considering this matter in connection with the urgent deficiency bill, that the expenditure of the \$45,000 would necessarily only be made or the amount transferred to our appropriation until the entire appropriation for the Commission was exhausted.

The CHAIRMAN. Yes, sir.

Mr. MOSELEY. Now, coming to the proposed appropriation of \$160,000, as I understand it, if we do not expend \$45,000 there is no money covered into the Treasury. We have not drawn it out and it still remains to the credit of the \$500,000 appropriation. So if you appropriate \$160,000 and we only expend \$80,000 it results in drawing only \$80,000 from that appropriation, but does not take from that original appropriation of \$500,000, \$160,000 and segregate it. In other words, you are not taking out of this fund any more money than is absolutely necessary for the purposes of the Commission.

The CHAIRMAN. That is all.

Mr. MOSELEY. That is the only thing; you get my idea?

The CHAIRMAN. Yes, sir. That was the intention of the committee in doing it, because this \$500,000 had already been appropriated for almost the specific purpose for which the expenditures under this resolution must be made by the Commission, the only difference being that it was placed to the credit of the Department of Justice. If you are authorized by Congress to make an investigation independent of the investigation that the Department of Justice is authorized to make, there is no reason why that appropriation, in view of the large balance that there is on hand, should not bear the expense of the entire investigation incident to the question of whether or not the antitrust law in this particular has been violated. That was the reason we made the former appropriation available, and if you gentlemen do not expend the whole \$160,000 the remainder will simply remain to the credit of the fund and not go back into the Treasury.

Mr. KNAPP. That all goes to the financial policy of the Government, and is a matter for the judgment of this committee, with which we are not concerned.

There is only one point I wish to emphasize, and that is this: That whether it be safety appliance or the investigation under the joint resolution, or any other matter, they are all simply branches of the general work carried on by the same Commission, with the same organization, the same executive force, and the same clerical force; and

therefore segregation, such as would be contemplated and required by separate appropriations, is not only practically impossible, but tends to more or less confusion and want of economy; and therefore I came here to propose to the committee, if you could see your way to do so, that we should be glad to have the entire appropriation made in a lump sum, with limitations upon the amount to be expended for each purpose. Really, there is no more reason for separation between our safety-appliance work and our general work than there is between our statistical division and our general work, which is equally a separate branch, a very important one and one which is doing very excellent service.

The CHAIRMAN. I think I get your idea.

Mr. KNAPP. If you keep these limitations on the amounts that may be expended for each branch of the service, you seem to me to attain the same thing, you do not increase the expenditures of the Government a dollar, and you give the Commission a little more discretion, perhaps, and then what the Commission charges up to a certain branch of the service will be classified so that the accounting officers of the Treasury can pass upon it and no question can arise about it. Then, our report to you next year will show exactly what we have done.

Mr. TAYLOR. Do you anticipate any reduction in expenses by this suggestion of yours?

Mr. KNAPP. I do not claim that it would materially reduce the expenses.

Mr. SMITH. But it would save expenses?

Mr. KNAPP. Yes, sir; to an extent.

Mr. MOSELEY. As I understand, the Commissioners spend a certain amount of time in regard to one thing or another. The secretary's time is partly taken up with safety-appliance matters and partly with the other work of the Commission. How are you going to divide his salary of \$3,500?

The CHAIRMAN. The question in my mind is whether it would not be better to provide, as we do in other Departments, for the administrative work, or the executive force, so many clerks and so many employees, with, of course, an appropriation, with the understanding that they are employed in doing all the work of the administrative department as distinguished from your field force.

Mr. KNAPP. I make this observation, that so far as the members of the Commission are concerned there would be no sort of objection to that course. It would relieve us of considerable responsibility and of a great deal of annoyance. I am very confident, however, that it would not be a measure of economy. It is a small department, it is compact, and it is well organized. The work is all done right under the eyes of the Commissioners. There is not the need, therefore, to safeguard the Government by having a detailed appropriation which would arise in a great Department like the Treasury Department or some other large Department, and I am very certain, from my fifteen years' experience and some knowledge of what goes on elsewhere, that the appropriation to the Commission in a lump sum has been a very large saving to the Government and is every year.

Mr. MOSELEY. In that connection I want to say this: The employees of the Interstate Commerce Commission are employed by the month. They hold no positions. They are simply employees of the Interstate Commerce Commission. In any other Department if a man goes out,

dies, or resigns, there is a vacancy to be filled, and which means increase in pay in all grades below. The Interstate Commerce Commission have no such system of vacancies. In any of the Departments, as a matter of practice, the next person has the right to promotion; and if he is getting \$1,600 and a man goes out who is getting \$1,800, they promote him, but in the Interstate Commerce Commission we do not do it. We do it in an entirely different manner. We take up the merits of the employees once a year and deal with the question of pay. There are no positions, and therefore it is not urged that "Mr. So-and-so has gone out and therefore Mr. Jones should have his place." The Commission deal with it just as a mere matter of bargaining with the employee, and I can confidently assert to the committee that the salaries paid by the Interstate Commerce Commission are less than those paid in any other Department of the Government.

Mr. SULLIVAN. How many employees have you?

Mr. MOSELEY. Between 150 and 160 employees.

The CHAIRMAN. Does that include the field force?

Mr. MOSELEY. Yes, sir.

Mr. KNAPP. What the secretary says comes to this, where provision is made in the larger Departments for so many clerks at such a salary and so many at another salary, and so on, you create a position so that if there is a death or removal a legal vacancy exists. We have always avoided that. We have no legal positions; there are no statutory places, except those fixed in the act for the Commissioners and the secretary. Therefore no legal vacancies arise.

Mr. TAYLOR. You are subject to the civil service?

Mr. KNAPP. Yes, sir; absolutely and completely.

Mr. MOSELEY. And glad of it?

Mr. KNAPP. Yes, sir.

Mr. SULLIVAN. You conduct hearings in different parts of the country throughout the year?

Mr. KNAPP. Yes, sir.

Mr. SULLIVAN. Do all the Commissioners attend those hearings?

Mr. KNAPP. It is seldom now that more than a majority of the Commissioners attend the outside hearings. The work has so increased that it is impracticable for the whole Commission to go. Frequently not more than one Commissioner goes.

Mr. SULLIVAN. At times are all five Commissioners in attendance at hearings?

Mr. KNAPP. Yes, sir; usually when they take place in Washington.

Mr. SULLIVAN. Do the Commissioners conduct hearings at different places at the same time?

Mr. KNAPP. Yes, sir.

Mr. SULLIVAN. And sometimes the entire five Commissioners sit in Washington?

Mr. KNAPP. When a hearing takes place in Washington, usually all the Commissioners in town attend.

Mr. SULLIVAN. They are all lawyers?

Mr. KNAPP. All the present members of the Commission are lawyers. There are but four members of the Commission now, because there is a vacancy.

Mr. SULLIVAN. I did not know that. The Commissioners are kept pretty busy, I presume, throughout the year. Is the work of the Commission up, as a matter of fact?



Mr. KNAPP. I think I can answer that question with a very confident affirmative. It is true that there are a few contested cases of very large importance with very voluminous records which the great burden of other work put upon us this last year has prevented us from bringing to final disposition, but so far as everything else is concerned our work is kept right up to date.

Mr. SULLIVAN. The great bulk of cases where you have hearings are decided within a short time?

Mr. KNAPP. Often within thirty days.

Mr. SULLIVAN. And only in cases of extraordinary importance are the decisions deferred?

Mr. KNAPP. Yes, sir.

Mr. SULLIVAN. Usually all the Commissioners have been busy attending to their official duties as Commissioners?

Mr. KNAPP. I think to an extent that is unusual in the Government service.

Mr. SULLIVAN. Do any of the Commissioners practice law apart from their duties as Commissioners?

Mr. KNAPP. I have not known of such a thing.

Mr. MOSELEY. That would be contrary to law.

Mr. SULLIVAN. That is in the law?

Mr. KNAPP. Yes, sir. I do not ask any employee of the Commission to work more hours or with greater diligence than I try to myself. I am usually at my desk shortly after 9 o'clock and generally stay there until nearly 6 o'clock.

The CHAIRMAN. What was the date of the passage of the so-called Tillman-Gillespie resolution?

Mr. KNAPP. It was approved on the 7th of March.

The CHAIRMAN. You received the appropriation to enable you to go on with the investigation authorized by the resolution only a week or ten days ago?

Mr. KNAPP. I do not know when we got the appropriation. We went right on just the same.

The CHAIRMAN. The urgent deficiency bill has become a law quite recently; but you went on in anticipation of the appropriation immediately and organized for the investigation?

Mr. KNAPP. Yes, sir.

The CHAIRMAN. And you are conducting it now just as rapidly as possible?

Mr. KNAPP. We began within forty-eight hours. We have already had six days of public hearings and are to begin again on Monday.

The CHAIRMAN. The Commission began promptly to make the investigation upon the passage of the resolution?

Mr. KNAPP. I think I may say that we began with extraordinary promptness.

#### SAFETY OF RAILROAD EMPLOYEES.

The CHAIRMAN. I observe you ask for an increase of \$10,000 "to enable the Interstate Commerce Commission to keep informed regarding compliance with the 'act to promote the safety of employees and travelers upon railroads,' approved March 2, 1893, including the employment of inspectors to execute and enforce the requirements of the said act." You estimate for \$85,000 for the next fiscal year as against \$75,000 appropriated for this year, and you have this year asked for a deficiency of \$8,000?

Mr. MOSELEY. Yes, sir.

The CHAIRMAN. You have practically for this fiscal year the amount which you ask for the next fiscal year?

Mr. MOSELEY. Yes, sir.

Mr. KNAPP. In other words, the amount asked for the next fiscal year does not contemplate an increase in the inspectors' force. I would like to take your time for just one moment to say that supplementing the safety appliance law Congress passed a law requiring railroads to make reports of accidents, and they are all doing so, making monthly reports. There is no value to those reports to anybody unless they are analyzed, compiled, and tabulated to show the characteristic accidents, and thus indicate what may be done for their prevention. It is the statistical work done upon those reports which makes the law of any usefulness. Yet you have never given us a dollar for that purpose, and we have carried that work along out of our general appropriation. We have not asked it, but that accounts in part for the expansion of the Commission's general activity and expenses.

Mr. MOSELEY. You know, Mr. Chairman, that I came up here and asked you for money in addition to the \$75,000—that is, the unexpended balance which we had left over from the former year—but I told you that I did not know whether we were going to spend it. I think we may be able to save it. Mr. Mann, of Illinois, on the floor some time ago said that this bureau ought to be largely increased. The difficulty is, sir, that this properly must be a matter of slow growth. We want to get the best men we can and we want to feel our way. We do not want to build up a great establishment like the Life-Saving Bureau, spending from \$2,000,000 to \$3,000,000 a year. We do not want to build up anything of that sort. We had the same amount of money last year, with the reappropriation given us, which we are asking this year.

Mr. KNAPP. I want to indorse that statement with a word of comment. Of course the secretary has taken a peculiar interest in this matter of the safety of railway employees, and, as everybody knows, his interest and activity had very much to do with the passage of the law, as it has to-day with its administration, but I think it would be very unwise for the Government to appropriate \$500,000 or a million dollars for this purpose on the theory that if a little of this is a good thing a great deal of it would be better.

It is a matter of growth, a matter of development, of education, and there are no more difficult men to get for the varied requirements of this service than the men which we feel warranted in employing as inspectors of safety appliances. They must be men of sufficient intelligence and address to go to a junction point and present their credentials to the chief railroad official, be able to meet men of that class on a footing of equality, and ask to have a man assigned to assist them; and at the same time they must be willing to put on overalls and go under a car. They must be men of discretion and judgment. Our direction to the employees is to allay friction rather than to increase it. I believe they are doing very valuable work and it is one which will gradually increase, but I am not in favor of undertaking to increase it rapidly.

The CHAIRMAN. If you were given \$100,000 this year it would be impossible, under the plan of development of this service, to expend it?

Mr. KNAPP. We could put on a few more inspectors.

The CHAIRMAN. But it would not be actually necessary?

Mr. KNAPP. We are not asking it.

Mr. MOSELEY. We are not asking it, Mr. Chairman. I want to tell you one thing about it. This is not strictly under the civil service, and there is a tremendous amount of pressure all the time to have the Commission nominate men for examination for the position of safety-appliance inspector.

Mr. TAYLOR. How many inspectors have you?

Mr. MOSELEY. Twenty inspectors. Now, if you increase the appropriation there will at once come a large force from all quarters saying, "We must have our men put on." I am telling you just as it is. We do not want that. We are getting along. If you should increase that force to 150, you know from what quarters that influence would come. What is the use. We are getting along now.

The CHAIRMAN. You would not then have as good a force as under the present conditions?

Mr. MOSELEY. No; to the extent which it is now when everyone employed is personally looked into at his home to find out what his standing is in his community, what manner of man he is.

Mr. KNAPP. In the first place we have regulations of eligibility and then every candidate is examined. He is inquired into and he is taken before the Civil Service Commission and everything is done with their approval.

## PAPER FOR INTERNAL-REVENUE STAMPS.

### STATEMENT OF MR. J. C. WHEELER, DEPUTY COMMISSIONER OF INTERNAL REVENUE.

The CHAIRMAN. On page 41 of the bill, under "miscellaneous objects, Treasury Department," in the paragraph "paper and stamps," you do not ask for any increase in the appropriation for the coming fiscal year over the current appropriation, but you propose to insert new language in the paragraph, which is as follows: "and salaries of superintendent, counters, messengers, and watchmen." What is the idea of including that language?

Mr. WHEELER. I must say, Mr. Chairman, that I do not know the reason for the insertion of that language. I have never seen this bill before. It has probably been put in through conference with the Commissioner. He is absent from the city now. I have never been consulted in regard to it. I will furnish that information to the committee.

Mr. SMITH. I notice that this paragraph reads "paper and stamps" in place of "paper for stamps?"

Mr. WHEELER. It is for paper for internal-revenue stamps.

Mr. SMITH. Is it for paper and stamps?

Mr. WHEELER. No; it is simply paper for stamps—the paper for printing the internal-revenue stamps. That is the only thing that comes under that head.

The CHAIRMAN. Out of this appropriation you have heretofore paid the salaries of the superintendent, counters, messengers, and watchmen?

Mr. WHEELER. No, sir; I do not think we have. The only thing we have paid is the paper, and sometimes the express charges on special lots where delivery has been made in a hurry.

The CHAIRMAN. From what appropriation have the salaries of the superintendent, counters, messengers, and watchmen been paid that are now proposed to be paid out of this appropriation?

Mr. WHEELER. I think they must have been paid from some other appropriation.

The CHAIRMAN. If that is so, the other appropriation could be reduced by the amount that you propose to pay out of this appropriation?

Mr. WHEELER. If that is true. I will look that up and see.

The CHAIRMAN. Have you a statement of the balance of the appropriation for the fiscal year 1905?

Mr. WHEELER. Yes, sir. I hurriedly drew off a statement for 1904 and 1905 and up to the present time of 1906.

The CHAIRMAN. What is that statement?

Mr. WHEELER. In 1904 the original appropriation was \$65,000, and we had a deficiency appropriation of \$10,533.27.

The CHAIRMAN. That was 1903-4?

Mr. WHEELER. Yes, sir; the year ending June 30, 1904.

The next year, 1905, we had an appropriation of \$70,000, and our expenditures were \$58,926.79, leaving an unexpended balance of \$11,073.21. For the present year the appropriation is \$65,000, and for the nine months the expenditures were \$48,720.20, which would, at the same rate, make the expenditures for the year \$65,060.24, which would show a deficit of \$60.24, provided the expenditures kept up.

The CHAIRMAN. What are the items of expenditure?

Mr. WHEELER. I did not draw them up. They are principally the pay for the paper.

The CHAIRMAN. Do you know whether any salaries are paid out of the appropriation?

Mr. WHEELER. I do not think there are. That is the way it strikes me.

TREASURY DEPARTMENT,  
OFFICE OF COMMISSIONER OF INTERNAL REVENUE,  
Washington, April 21, 1906.

HON. JAMES A. TAWNEY,

*Chairman Committee on Appropriations, House of Representatives.*

SIR: Referring to the sundry civil appropriation for 1907, in which is incorporated the estimate for paper for internal-revenue stamps, concerning which a representative from this Office appeared before your committee yesterday, I have the honor to advise you that the title of the appropriation for paper for internal-revenue stamps, 1907, should read: "For paper for internal-revenue stamps, including freight."

It appears upon investigation that the title was inadvertently made to include the words "and salaries for superintendent, counters, messengers, and watchmen."

These items have been omitted from this appropriation for several years past, for the reason that such expenses are no longer borne by the Government.

Paper for internal-revenue stamps is delivered at the Treasury Department by the contractor without expense to the Government for freight or other charges.

However, sometimes emergencies arise when a shipment is ordered by express, in which case the difference between the cost by express and that by freight is paid from this appropriation.

Respectfully,

ROBT. WILLIAMS, Jr.,  
*Acting Commissioner.*

## PUNISHMENT FOR VIOLATIONS OF THE INTERNAL-REVENUE LAWS.

The CHAIRMAN. The next item is on page 42 of the bill, "Punishment for violations of the internal-revenue laws." What balance did you have at the close of the fiscal year June 30, 1905?

Mr. WHEELER. We had an unexpended balance for the year 1905 of \$18,006.94. The previous year, the appropriation being the same, \$100,000, the expenditures were a little less, and the balance turned in that year was \$26,580.41. That is for 1904. For the present year I have the reports up to and including eight months of the present fiscal year, and, figuring from that, for the twelve months at the same rate we would have a balance unexpended of \$6,699.92. I wrote this down, thinking perhaps that I might leave it here to show the reasons of this unexpended balance to a certain extent.

In order to meet emergencies that are likely to arise in the service requiring prompt and decisive action in the discovery and punishment of frauds, the fund available has been carefully hoarded, and where no extraordinary occurrence has called for unusual expenditures a balance of the appropriation has been saved and covered into the Treasury.

The benefit to the internal revenue of the fund for the discovery and punishment of fraud is very considerable, and if the amount to be appropriated were half as much again, or \$150,000 instead of \$100,000, it would prove an excellent investment. The persons employed from this fund render important services to the force of revenue agents in the field, making the work of the agents doubly effective. Of course, we are not asking for an increase.

The CHAIRMAN. But you are merely illustrating the benefit of an increased appropriation?

Mr. WHEELER. Yes, sir; it would be well to do that.

## BOOKS OF REFERENCE—CHEMICAL LABORATORY.

The CHAIRMAN. Can you tell me whether the \$500 which is specifically appropriated out of this fund for books of reference and periodicals for the chemical laboratory has been expended?

Mr. WHEELER. In the regular appropriation bill I do not think that expenditure was specifically provided for and that was the reason it was put in this bill.

The CHAIRMAN. There is a law which prohibits the Department from buying books for any purpose unless they are specifically appropriated for. That is the reason it is in this bill. I want to ascertain whether or not the Internal Revenue Department is purchasing law books, books of reference, and periodicals for the chemical laboratory?

Mr. WHEELER. They are. They have been purchasing large numbers of them, and I have no doubt that appropriation of \$500 has been practically used up. The work of the laboratory has increased very materially. We have had to put on an extra force.

TREASURY DEPARTMENT,  
OFFICE COMMISSIONER OF INTERNAL REVENUE,  
Washington, April 24, 1906.

HON. JAMES A. TAWNEY,  
*Chairman Committee on Appropriations, House of Representatives.*

SIR: In reply to the inquiry of your committee I have the honor to call attention to the proviso in the appropriation bill "For detecting and bringing to trial and punishment persons guilty of violating the internal-revenue laws or conniving at the same," for the current fiscal year, as follows:

"*Provided*, That necessary books of reference and periodicals for the chemical laboratory and law library, at a cost not to exceed five hundred dollars, may be purchased out of the appropriation made for the fiscal year 1906 for salaries and expenses of agents and surveyors, fees and expenses of gaugers, salaries of storekeepers, and for miscellaneous expenses."

No authority for this expense is conferred in any other appropriation bill. The absolute necessity for the purchase of books and periodicals for use of the office has been demonstrated, and should authority for incurring the expense be omitted it would seriously interfere with the current work of the Bureau.

I would, therefore, recommend that the above proviso be reenacted in the pending bill for the fiscal year 1907.

Respectfully,

ROBT. WILLIAMS, Jr.,  
*Acting Commissioner.*

FRIDAY, April 20, 1906.

### TRANSPORTATION OF SILVER COIN.

**STATEMENT OF HON. L. M. SHAW, SECRETARY OF THE TREASURY, ACCOMPANIED BY MR. CHARLES A. TREAT, TREASURER UNITED STATES; MR. JOSEPH NOBLE; MR. JAMES I. GERRY, CHIEF CUSTOMS DIVISION.**

The CHAIRMAN. On page 43 there is the item "Transportation of silver coin," and the estimate for the coming fiscal year is \$120,000. You have an appropriation of \$120,000 for the current fiscal year, which has not been sufficient to meet the requirements of that service?

Mr. SHAW. We have been using about \$40,000 to send the fractional currency out. That, I am of the opinion, ought to be continued.

The CHAIRMAN. That is continued under the last urgent deficiency appropriation bill?

Mr. SHAW. Yes, sir. We have been using about \$40,000. If it is not \$50,000, it ought to be \$50,000. I do not see the occasion for the Government to pay the transportation of silver any more. The reasons that existed for that previously do not exist now.

The CHAIRMAN. Have you the reasons?

Mr. SHAW. The policy then was to send out all the silver we could. We were buying large quantities of silver and coining it; that is, we were sending out all the silver that the country would absorb, and we did everything we could to get it into circulation; but we have quit buying silver and quit coining it, and most of the silver is out that is not covered by silver certificates, and there is no reason why we should ship silver free that does not apply to the shipping of any other kind of money.

The CHAIRMAN. If the appropriation is made for the transportation of fractional currency, will you continue your present contract with the United States Express Company for that purpose?

Mr. SHAW. I know of no reason why we should not. I do not know how long the contract runs. Of course, without looking it up, if the

contract expires, we will then advertise and get the best contract we can; but I think the contract was made for some length of time.

Mr. TAYLOR. Is there any difference in the contracts made for the carrying of silver dollars and fractional silver?

Mr. SHAW. I have not looked it up, but I would say no. I think it is the same for sending money of every character.

The CHAIRMAN. I think the contract is only for one year.

Mr. SHAW. Subject to renewal?

The CHAIRMAN. Subject to renewal; but the investigation which was given the subject in the preparation of the last urgent deficiency appropriation bill revealed some practices on the part of the express company and some abuses that I think could be corrected in the contract and ought to be looked into with some care before a new contract is made. For example, in the first urgent deficiency bill hearings it was brought to the attention of the committee—it did not appear, however, in the hearings, but the information was entirely reliable—that a bank at Yonkers, 20 miles from the city hall in New York City, ordered some silver from the subtreasury, and it was shipped from New York up to some place in the State, 250 miles from the city, and then transferred to another express company. The first shipment was by the United States Express Company, then it was transferred to another express company to a place known as Tarrytown, I think it is, 250 miles, and then transferred to a third express company and shipped about 50 miles to Yonkers. The entire distance which that silver was shipped to reach the point of destination was something like 500 miles, and under the terms of the contract we could see how it was possible to do that. I am simply calling your attention to it.

Mr. SHAW. I never looked up the contract at all. I knew there was a contract that existed, and that is all. I do not remember what it is.

The CHAIRMAN. The Committee on Banking and Currency has given perhaps more consideration to the subject than this committee has, and when the urgent deficiency bill was under consideration in the House, Mr. Smith, a member of that committee, and Mr. Hill, of Connecticut, formerly a member of that committee, both participated in the debate, and some things were brought out showing that there was an opportunity under your existing contract for abuses such as that referred to.

Mr. TAYLOR. I asked if there was any difference in the charge for silver dollars and fractional silver coin. Under this item, as the language appears to me, it would be discretionary with you whether you sent out silver dollars or silver coin.

Mr. SHAW. The old form was "The Secretary of the Treasury is authorized and directed to transport from the Treasury or subtreasuries free of charge silver coin when requested to do so."

Mr. TAYLOR. That would not really be discretionary?

Mr. SHAW. No, sir; it is one of those bills that uses a few more lines than are necessary.

The CHAIRMAN. How much silver coin can you ship by registered mail at one shipment?

Mr. SHAW. We can not ship coin to amount to anything. That is impracticable.

Mr. SMITH. I would like to know why it is impracticable. Registered mail goes in packages for Congressmen weighing hundreds of pounds.

Mr. SHAW. I have heard so.

Mr. SMITH. And there is a registered mail office in every place in the United States where there is an express office. I would like to know just the reason why it is impossible for the Government to take this money out of one pocket and put it into another rather than to pay the express company, and that applies both to the last item and this item, for the United States Express Company gets practically all the money under both items.

Mr. SHAW. I do not know as to that. The heavy mail is not registered.

Mr. SMITH. It may be, and is in some instances.

The CHAIRMAN. I think the law limits the weight of a registered package to something like 14 or 16 pounds.

Mr. SMITH. Mr. Roberts, a Congressman from Massachusetts, told me that he always registered his boxes that are annually provided to his home. I know nothing about such regulations as you speak of.

Mr. SHAW. There is a regulation about the weight of mail. It was criticised some time ago. Some newspaper had a very long article on that point.

Mr. SMITH. That was a criticism of the abuse of the franking privilege—not of the weight of the packages.

Mr. SHAW. In talking with the Postmaster-General and asking for a report on that subject we found that there was a regulation against it. I do not remember just the details.

Mr. SMITH. That is a minor detail which could be corrected. What are the objections to carrying the United States securities in this item and in the last item by registered mail, and instead of paying it to the express company pay it to ourselves?

Mr. SHAW. I think you would find that you paid something for it, because it would go into the cost of the mail, but there might be a saving in it. I never investigated that matter.

Mr. SMITH. I am trying to get at why it is deemed impracticable. This law has always read "by registered mail or otherwise," and yet as far as I know the Department has not made any effort. Why is it impracticable?

Mr. SHAW. I am glad you raised that question. If I should come over again ten days from now I would be able to give you better information. It is the first suggestion I have had. It struck me at the first blush that it would be impracticable to send big packages by registered mail, money in very large packages. What has attracted just a little attention is the importation of gold. The recent order has resulted in starting 35 tons of gold to the United States. Well, that sounds larger than it does to say \$17,000,000. When they order silver it is a pretty heavy package. Of course, it could be done up in small packages.

Mr. TAYLOR. Is it put up in thousand-dollar packages, or can you make the packages any size?

Mr. SHAW. Any size.

Mr. SMITH. As to the last item we passed, of \$240,000, last year you only spent \$210,000, and \$175,000 of that amount went to the United States Express Company, and substantially that relation is true of this item. It is scarcely to be conceived that this would increase the weight of the United States mail so as to materially enlarge the annual railroad compensation. I want to ask another question: Do you



know whether or not there are companies in existence which insure registered mail?

Mr. SHAW. I do not know. There are, probably. If there is any demand for it, there is; and if there should be any demand, there will be. You know these casualty companies insure everything in the world, and if there was a demand they would figure that out.

Mr. SMITH. You do not know what the rates are for the insurance of registered mail?

Mr. SHAW. No, sir.

Mr. SMITH. Would it be feasible to inform the committee within a short time what objections exist to making shipments under both the last items and this item by registered mail in place of by express and what would be the cost of insuring all this matter in transit so as to cover everything that is gained by shipping it by express?

Mr. SHAW. I will certainly do that. I am going to be away for a week, but I can have that information prepared in my absence.

The CHAIRMAN. There are reasons why the Government should encourage the shipment of fractional currency to banks that do not apply to the silver dollar?

Mr. SHAW. Yes, sir; there are reasons, you might say, why the Government should pay the express charges on all money, but there are no reasons why it should pay the express charges on silver and not on silver certificates. There are more reasons why the Government should pay the charges on paper money to encourage its redemption and reissue in better form, because in some localities where it is out a good ways, they use the paper money until it is pretty badly worn. I get a good many letters. I got one from the president of the State board of health of Pennsylvania urging that the Department in some way encourage or secure legislation to encourage the prompt redemption of "filthy and disease-breeding money," as they call it. In answering, I called his attention to the fact that we had a hundred people doing nothing else than separating it and we have had no symptoms of disease from it yet.

The CHAIRMAN. The fractional currency of course is necessary in the transaction of business in making change whereas silver dollars are not absolutely necessary, for the reason that we have silver certificates.

Mr. SHAW. They are quite distinct. The banks pay the express charges on other money to supply the need and no community is suffering for money if it exists anywhere. The country is suffering for one and two dollar bills, but it is not because the banks hesitate to pay for their transportation. It is because we do not have them. It is not so with the fractional money. We have a large amount of fractional money on hand in the vaults and many localities are scarce of fractional money. At the same time I do not see any reason for transporting that.

The CHAIRMAN. Can you give the committee information as to the extent to which this \$120,000 is paid out in express charges to country banks, smaller banks in the smaller places?

Mr. SHAW. No; it is not tabulated in that form.

Mr. SMITH. If a country bank wanted silver does it not order it through the big bank so that the big bank has the transaction with the treasury?

Mr. SHAW. If a bank at Logan wanted some silver money it could be sent from the subtreasury free to Logan. It could not be sent from the Council Bluffs bank to Logan free.

Mr. SMITH. You do not understand. Suppose the Logan bank wanted some silver money, to take your own illustration, they would have to deposit paper money or some other equivalent in one of the subtreasuries in order to have the money shipped?

Mr. SHAW. Yes, sir.

Mr. SMITH. And would not the Logan bank write to its Chicago or New York correspondent to have that money forwarded from the subtreasury, and would it not go on the books as being done at the instance of the New York or Chicago correspondent rather than at the instance of the Logan bank?

Mr. SHAW. That may be true. Our transaction might be with the First National Bank of Chicago and they might order a thousand silver dollars sent to Logan. You can not depend upon who orders it; you would have to depend upon the destination in order to determine that.

Mr. TAYLOR. Have you any data by which you could state what sections of the country ask for silver?

Mr. SHAW. No; except that I know this, that in practice we scarcely see a silver dollar in circulation east of Chicago except in the South. The West and the South are the only places where silver is actually used.

Mr. TAYLOR. That is, the silver dollar?

Mr. SHAW. Yes, sir; and the farther you get into the interior the more likely you are to find silver in actual circulation.

Mr. TAYLOR. Is there any particular reason for that in the West?

Mr. SHAW. No; there is no reason except, you might say, sentiment. Why, the Pacific coast never used paper money during the civil war. They kept gold in actual circulation. It is the sentiment of the community more than anything else.

Mr. TAYLOR. Do you know any reason why that obtains in the South?

Mr. SHAW. No; I do not. I have heard it stated that the negroes preferred silver.

Mr. TAYLOR. Did you ever hear any other reason than that?

Mr. SHAW. No, sir.

The CHAIRMAN. Have you had your attention called or do you know whether business houses, other than banks, have called on the subtreasuries for the free transportation of silver dollars and coin?

Mr. SHAW. They have frequently called for silver coin and I doubt not they have asked for its shipment. I know of a few concerns—department stores and the like—that make a boast and advertise that they pay out nothing but new money. There is one concern in Boston. Their representative came down here and he told me that they were putting the silver dollar through an acid process of cleaning so that it appeared to be entirely new and they wanted new bills, and they sent their agent down here to see if there was any way to get them. So I have no doubt that private concerns have ordered money of this kind, but if they do, they order it because it is new. Otherwise they go to the banks for it naturally. Then, some banks have a ladies' department, where they say: "We give out no money that is not fresh and new and free from germs," and sterilized for all I know.

## TRANSPORTATION OF MINOR COIN.

The CHAIRMAN. The next item is on page 44, "Transportation of minor coin." When you are requested to do so you have no discretion as to whether or not you will ship minor coin at the expense of the Government?

Mr. SHAW. Oh, no.

Mr. SMITH. But the language of this proviso reads: "That an equal amount in coin or currency shall have been deposited." What do you interpret the word "coin" to mean? Does that include fractional coin?

Mr. SHAW. Yes, sir.

Mr. SMITH. Ought not this to provide for legal tenders?

Mr. SHAW. No, I think not, for really if it is going to be carried at all it ought to be to get the poor, worn fractional currency back. That would be the only coin sent out, the fractional silver that is worn, and that is desirable. We have very nice coins in circulation. They are in fine condition. The law of a few years ago against mutilating has cleaned out all the bad coin, and you scarcely find a dime now that is worn to any extent. In a swing of years, if this is not permitted to be returned, you would find the country filled with worn dimes.

## RECOINAGE OF GOLD COINS.

The CHAIRMAN. The next item is on page 45 of the bill, "Recoinage of gold coins." That is under a statute requiring that to be done. You estimate the amount which will be needed for the next fiscal year at \$7,000, against \$6,000, the current appropriation?

Mr. SHAW. We have had a deficiency there.

The CHAIRMAN. In 1905 there was a deficiency of \$10,000. You have had no deficiency, however, this year. There is none estimated for thus far, as far as I know.

Mr. SHAW. I do not know. There is much more in circulation.

The CHAIRMAN. That is merely a matter of bookkeeping?

Mr. SHAW. Yes, sir; and this extra \$1,000 does not affect it very much one way or the other.

The CHAIRMAN. When a gold coin is reduced by abrasion or otherwise you are obliged under that statute to recoin it?

Mr. SHAW. Yes, sir; and it ought to be recoined.

The CHAIRMAN. And this simply makes up the difference between what it actually is and what it should be and the expense of recoinage?

Mr. SHAW. Yes, sir.

## DISTINCTIVE PAPER FOR UNITED STATES SECURITIES.

(See also H. Doc. No. 715.)

The CHAIRMAN. The next item is "Distinctive paper for United States securities." The committee think that language should be changed. As it reads now the appropriation is available for the purchase of any other paper which you want, whereas it should be confined to distinctive paper for United States securities. Is there any objection to that change?

Mr. SHAW. None.

The CHAIRMAN. The appropriation has heretofore been expended for no other paper?

Mr. SHAW. No, sir. It is an unnecessary change, but there is no objection to it.

The CHAIRMAN. The necessity for the change is to make it express what is intended?

Mr. SHAW. Yes, sir.

The CHAIRMAN. I do not suppose you made up the estimate for this item?

Mr. SHAW. No, sir; I did not.

The CHAIRMAN. What officer of the Treasury Department would be enabled to enlighten the committee as to the necessity for the increase of \$10,770.28 in the appropriation?

Mr. SHAW. I think Mr. Noble could answer that question.

The CHAIRMAN. Please state to the committee the necessity for this increase.

Mr. NOBLE. The increase of how much?

The CHAIRMAN. You estimate \$260,770.28, while the current appropriation is \$250,000.

Mr. NOBLE. We make up our estimates from the estimates of the Treasurer of the United States, what he will need during the coming year, and we figure the amount of notes which he says he will issue and we figure the spoilage and that will make up the number of sheets which are supposed to be wanted for that year.

Mr. SHAW. In making up this estimate I might say that we will have to have more small bills printed, and that will of course take more paper.

Mr. SMITH. You do not understand that this covers that?

Mr. SHAW. This is the distinctive paper for the silver certificates, the United States notes, and the national-bank notes. It is the same kind of paper.

Mr. SMITH. You characterize the currency as the securities?

Mr. SHAW. Certainly; the United States securities. It is true of gold and silver certificates. It may not be true as to greenbacks and national-bank notes. Of course those are not national securities.

The CHAIRMAN. You have another appropriation for distinctive paper for national currency?

Mr. NOBLE. Yes, sir.

The CHAIRMAN. What do you include under that head—what kind of currency?

Mr. NOBLE. National bank notes.

Mr. SMITH. Is the paper any different in quality?

Mr. NOBLE. No, sir.

Mr. SHAW. But bought under different appropriations.

The CHAIRMAN. Have you been able to supply all the paper which has been required or will be required during this fiscal year?

Mr. NOBLE. We are running short of paper now. The Department intends to keep a six month's supply of paper on hand in order to get it well seasoned, and we require under the present issue of the Treasurer of the United States about six months' supply—that is, about 24,000,000 or 25,000,000 sheets.

The CHAIRMAN. It is also proposed to retain these notes when they are completed for from three to six months, in order that they may be seasoned before sending out?

Mr. SHAW. That ought to be done, but we are not able to do it.

Mr. TREAT. We have had to send out some which were only three days seasoned.

The CHAIRMAN. Will you have a deficiency in this appropriation of \$250,000?

Mr. NOBLE. No, sir; we asked last year for \$260,00, and you gave us \$250,000.

The CHAIRMAN. Yes, sir. Last year you asked for the same amount and you have gotten along with \$250,000.

Mr. NOBLE. But the reserve of six months is being encroached upon.

Mr. SHAW. There is a bill pending to authorize gold certificates in the denomination of \$5 to accommodate the public, and of course more small money with the same volume will require more paper. I do not think that you can cut that appropriation.

Mr. TREAT. For the increase for the coming year, following the suggestion of the Secretary, we shall need an extra amount over the present requisition of 7,800,000 sheets. That is to take the place of the additional quantities of ones, twos, and fives, including the gold certificates which the Secretary alludes to, will require 26,000 sheets daily, and three hundred working days 7,800,000 extra sheets. The present requisition from the Bureau is 43,120,000, and adding the 7,800,000 would make the requirement for the year 50,920,000 sheets.

Mr. NOBLE. Instead of the amount we estimated for in October.

## SPECIAL WITNESS OF DESTRUCTION OF UNITED STATES SECURITIES.

The CHAIRMAN. The next item is "Special witness of destruction of United States securities."

Mr. SHAW. We destroy those that are redeemed, and it takes a certain amount of help, and we employ those people and pay them.

Mr. SMITH. A person outside the Department is employed for this purpose?

Mr. SHAW. Yes, sir; a person from the outside and two people from the inside; so you have a pretty good check on them.

Mr. NOBLE. The special witness for the United States securities is a gentleman appointed by the Secretary to represent the people, and the other members of the committee are the representatives from the Register's office and the Treasurer's office.

Mr. SHAW. What is destroyed?

Mr. NOBLE. All United States notes, silver certificates, and everything of that character except the national bank notes.

Mr. TREAT. In order to meet the requirements, in addition to what was estimated for in October, we shall need three extra presses and four extra separators. The cost of the presses represents \$1,500 each, or \$4,500, and the cost of the separators will be \$350 each, or \$1,400. That will be \$5,900 which we shall need for extra machinery.

The CHAIRMAN. Have you submitted a special estimate?

Mr. TREAT. Yes, sir.

The CHAIRMAN. It must be submitted through the Secretary of the Treasury, so that we may have it in the form of a printed document.

## SEALING AND SEPARATING UNITED STATES SECURITIES.

Mr. TREAT. There is one item of \$1,750 for sealing and separating United States securities. Last year you gave us \$1,500, but we will require \$2,000 for the extra amount of work that must be done.

Mr. SHAW. You do not think \$1,750 will be sufficient?

Mr. TREAT. No, sir. We are going to print 7,800,000 additional sheets, and therefore we ask for \$250 more than the estimate which was made in October.

## CUSTOMS SERVICE SPECIAL AGENTS.

The CHAIRMAN. There were some matters that you wished to bring to the attention of the committee, Mr. Secretary?

Mr. SHAW. Yes, sir. The appropriation under the law authorizes a certain number of special agents.

The CHAIRMAN. In the customs division?

Mr. SHAW. Yes, sir. Do you remember, Mr. Gerry, how many there are?

Mr. GERRY. There are 18 at \$8 a day, 9 at \$6 a day, and 1 at \$10.

Mr. SHAW. Making 28. I have asked that that number be increased to 30, and that the pay of one of them be increased from \$8 to \$10 a day. That is the agent at New York. It is pretty expensive to live in New York, and he has to pay his own expenses when at home. Heretofore and perhaps for twenty years they have stationed the man at Albany and then detailed him to New York so as to allow him his expenses when away from home, which, of course, was a deception, and I did not want that. I put the man down at New York. He goes over to Hoboken to examine the docks and he pays for his own luncheon and his own dinner and expenses of that kind, and he ought to have \$10 a day. There is no man in the Department who is so able to save us money. To give you one illustration: Through one of his men he got after the duty on lemons, which is 1 cent a pound, is it not?

Mr. GERRY. Yes, sir.

Mr. SHAW. They were not being weighed enough and he employed a man to watch them. He works fifteen hours a day some days. We saved last year in the duty on lemons, taking the average weight of the boxes, \$160,000 from that man's work, watching the weight of lemons. Then a short time ago there was an undervaluation in artichokes. We do not bring in very many, seemingly. He got hold of some double invoices, one they failed to pay the duty on and the other that they paid the duty on. He has already paid into the Treasury on those frauds that he has discovered \$35,000, which was paid in as a compromise to settle. I could give you those instances right along where the good work done in New York saves the Government \$25,000,000 a year. He is working at \$8 a day and paying his own board. Some importers wanted to see him the other day and they did not want him to come to their office or go to his office, and so they invited him out to dinner. Of course he could not very well refuse to go, but he said that he was not going out to dinner unless it cost him as much as it cost them; that he was not going to be under obligations to them.

Then there is the smuggling of tobacco. A man can bring in a package of tobacco that amounts to \$10. A seaman will bring in a package of tobacco and hide it in the coal, and when they go over to the barge to reload with coal and the scoop goes up and carries a load of coal they throw in the package of tobacco, and it is carried over to the scow and then it is carried out. There is quite a number of expenses, he told me the other day, averaging him about a dollar a day for things that he can not charge in his accounts. I think his salary ought to be \$10 a day, and I am asking an addition of two men.

The CHAIRMAN. In what part of the bill is that item?

Mr. SHAW. That is paid from the customs appropriation?

Mr. GERRY. I think so. I think it is paid out of the permanent appropriation for customs.

Mr. SHAW. There is a statute which fixes the number and fixes their pay, but they are not, in fact, paid out of this ordinary customs appropriation. It is section 2649 of the Revised Statutes. I have prepared an amendment, but whether or not you can put it in the bill I do not know. I am anxious for the result, but I do not know how you can accomplish it.

There is an appropriation of \$150,000 for the detection of frauds on the revenue. That is in the nature of a permanent appropriation. It was increased from \$100,000 to \$150,000.

Mr. SMITH. That is the secret service?

Mr. SHAW. No, sir. It is what you might call a secret service confined entirely to the customs. For instance, I appoint a man as I please. I bring a man over from Europe. I want a witness, and I get a high-grade, competent witness that understands a certain line of goods and pay him to come over here. He has been a party to a fraud over there, and is willing to furnish the evidence if we pay him for coming. That appropriation is used as I please. That is a very desirable appropriation.

The CHAIRMAN. We will take that up in connection with your statement. Of course it will not be strictly in order under the rules of the House to incorporate any change of existing law into this appropriation bill. If the committee deems it necessary or wise to enact the legislation, we may possibly try.

Mr. SHAW. It certainly ought to be done. It is a great injustice to the man down there. He has eight or ten men under him.

The CHAIRMAN. How long have you had these 28 inspectors?

Mr. SHAW. For twenty years, I presume.

Mr. GERRY. We used to have in the division 50 agents and they cut them down to 20 and the work is done by these 20 whereas formerly they had 50 or 52.

Mr. SHAW. I knew the number had not been increased for a long time. I would ask that this appropriation be increased very materially if it were not for the fact that you have increased the other appropriation from \$100,000 to \$150,000. I get just as good work from the special employees, and I can get rid of them. When a special agent loses his scent a little as he gets old, he loses his enthusiasm. One reason is the fault of the Department. He goes and looks up something with a good deal of energy and brings it up, and they say there is nothing to it, or he looks it up and takes it over to the Department of Justice, thinking he has something that is real good. The assistant district attorney, with his feet on the desk, looks it over and says:

"There is nothing in that." When a man has done that kind of work for five or six years and gets turned down without any encouragement he finds it much more agreeable to report that everything is all right. Then he does not get turned down. So I get just as good work from the special employees as from the special agents. It is a great injustice to keep a man in New York at \$8 a day.

### CUSTOMS SERVICE SOLICITOR.

The CHAIRMAN. You spoke about some other matter.

Mr. SHAW. There is another subject of greater importance still, and this, I think, can be done without any amendment to the law by simply putting in the necessary appropriation. I have had the bill drawn as though we were amending the law; but I think the authority is there if the appropriation was sufficient to cover it. It ought to be specific. "The Attorney-General shall, at the request of the Secretary of the Treasury, appoint a customs solicitor and such assistants as the Secretary of the Treasury may deem necessary to protect the interests of the Treasury Department in all cases and matters before the Board of General Appraisers."

Now, for instance, we have a case—and they come up continually—of alleged wrong classification. There are hundreds of them pending. They come first to the collector and he makes a guess upon the classification and enters it as dutiable under a certain section. The importer is not satisfied and he takes an appeal, and it goes then to the Board of General Appraisers. The evidence is looked up and it is tried there. It is a law question. They decide the case. There ought to be a good man to look that up. It then goes to the circuit court, and now when it gets to the circuit court our solicitor before the Board of General Appraisers has no authority in the circuit court. He goes over and presents that case to the United States district attorney and is told that there is nothing in the case. If he goes ahead and tries it he does not know anything about it; he has not looked it up; he knows nothing about the customs law. This man ought to have a good salary and be able to conduct those cases, because it is a branch of the law by itself. They meet experts. They meet the very best talent there is in the legal profession, trained in that particular branch of the law, and those cases are tried and we lose them.

I will give you one illustration of a case we lost. The shaving from steel has a sharp edge. Some one conceived the idea that if you could make the shaving fine enough it would be good for polishing. So with a certain kind of steel wire treated in a certain way by a certain process they produced steel wool, which is better than sandpaper. The people went to making it and put in their factory for the sole purpose of making steel wool. This was coming in at a very low rate of duty. The manufacturers said: "This is not right. This steel wool ought to be imported as a manufacture of steel unenumerated." We entered it accordingly.

Mr. SULLIVAN. At 45 per cent?

Mr. SHAW. Yes, sir. Immediately, of course, they took their appeal, and the circuit court held that the product of that factory, built for no other purpose than to produce this article of commerce—that the article was steel in shapes and forms and dutiable at 30 per cent. When you put up a factory they say that is not a manufacture, it is just sim-



ply steel in shapes and forms. Oh, you can have no conception of the situation until you have been through a number of those cases, and they are important. They are important to our local manufacturers and to our importers as well, and I want a man or a corps of men, three or four, who will take that class of cases and try them. If a man is not satisfied at New York, he may make his case at New Orleans, and there you will find a United States district attorney who never heard of a customs case before in his life, and he will run up against a man from New York who has done nothing else and who is making \$25,000 a year. I want authority to employ some men in this work who can go anywhere and try any of these cases, so that I will have some expert customs lawyers. I think you will see the propriety of that.

Mr. SULLIVAN. The district attorney at New York gets \$6,000?

Secretary SHAW. The district attorney there, yes, sir; but he appoints—he has a deputy, and I did not like to say that.

Mr. SULLIVAN. He is likely, on account of the small salary, to compromise cases against the interests of the Government, and frequently against the advices of the Solicitor of the Treasury.

Secretary SHAW. Mr. De Vries, a member of the Board of General Appraisers, was appointed by the circuit court a commissioner to take evidence, and he told about being out at San Francisco, where he went into the United States district attorney's office and said, "Is the district attorney in," and the fellow who was there and sat reading the morning paper said, "No." He then gave the fellow his card, and he didn't seem to know then who a member of the Board of General Appraisers was, but sat there with his feet up. Mr. De Vries asked him when the district attorney would be in and the man answered, "I don't know." Mr. De Vries then said, "I have come over to take testimony in these cases," to which the fellow replied that he thought probably the district attorney would be around that afternoon. De Vries then said, "I will report these facts in thirty minutes if you don't get a move on," and that fellow hustled around, and did get a move on. That is what we are up against. It is a line of work that we don't know anything about. You take the rupee case—

Mr. SULLIVAN. Yes; and the hat trimmings refund cases. They were cases where the Government, in my judgment, was mulcted out of a million dollars against the advice of the Solicitor of the Treasury, who is now a member of this House—Mr. Hepburn. If that case had been allowed to be prosecuted by the Solicitor's Department, in my judgment the Government would have saved a million dollars. Instead of that the local district attorney compromised the case.

Secretary SHAW. Yes; you take the rupee case. The rupee is worth in metallic value, I will say, 19 cents, and in commercial value 30 cents. They desired to enter the goods upon the metal value of the rupee—19 cents—and Mr. Gage put the value up to the commercial value—30 cents. The case went to the appraisers and the board decided against the Government; the circuit court decided against the Government; the circuit court of appeals decided against the Government, and the Supreme Court. When I came here I said: "You have the case prepared wrong; make a new case." The newspapers of a certain city jumped on to me and abused me as if I was a pickpocket because I would not stand by the court's decision. The district attorney who prepared the case did not see the kernel of the case. It went again to the court and all of the lower courts went against us again, but the

Supreme Court of the United States decided in our favor, after eight or nine trials. There was about \$1,000,000 that turned on that decision and a half million dollars a year. So I just speak of the importance of that class of cases, which are being tried by assistant district attorneys scattered all over the country, and in the very nature of the case they have no appreciation of their importance.

Mr. SMITH. Is there a solicitor of internal revenue?

Secretary SHAW. Yes; Mr. Hayes.

Mr. SMITH. Do you know how it came about that the solicitor of internal revenue was provided for and not a solicitor of customs?

Secretary SHAW. No. You can not understand why it is that the customs department is absolutely under the Secretary of the Treasury, while the Commissioner of Internal Revenue is almost separate and distinct. I have the initiative in the customs matters, and I can only approve the work of the Commissioner of Internal Revenue. Of course that ought to be under the Department, too, and Mr. Yerkes agrees with me. It was built wrong. It was built in that way, and has hung on.

Mr. SMITH. What I wanted to get at is whether in this division it was supposed that the solicitor of internal revenue was solicitor for his branch, and the Solicitor of the Treasury was practically solicitor of customs.

Secretary SHAW. No; I think not, because the Solicitor of the Treasury has work entirely distinct from us.

Mr. TAYLOR. Have you no customs lawyer in the customs service?

Secretary SHAW. I have a solicitor for the Board of General Appraisers—a good man—and he has two assistants; but they can not go into the district court at all. They have no authority. I want them to have authority, so when they go to Chicago they can say to the district attorney there, "I will try this case."

Mr. SMITH. Why would it not be feasible to provide by law that they should represent the Government in the prosecution of cases?

Secretary SHAW. That is exactly what I am figuring on—anticipating the use of that man that I have recommended there, and let him take those cases up through the courts in good shape. As it is now he goes over and talks with the United States district attorney, who says: "Who are you; you are before the Board of General Appraisers." And he looks upon him as a clerk and not an assistant.

The CHAIRMAN. What is your suggestion, Mr. Secretary, in respect to the language that ought to be incorporated, or which you think necessary to be incorporated, in order to give you the authority to appoint these men.

Secretary SHAW. I put him in the Department of Justice—that the Attorney-General shall appoint at the request of the Secretary of the Treasury a customs solicitor and such assistants as I think necessary.

Mr. SMITH. You do not confer any special authority on him to take the cases out of the hands of the district attorney?

Secretary SHAW. I say—

The CHAIRMAN. Is that language necessary? If the Attorney-General appoints them, they would have power to practice in the circuit courts and the United States district courts?

Secretary SHAW. I am of the opinion that if you provide a salary for him—and I put the salary at \$5,000, and the assistant \$3,000—

The CHAIRMAN. Can you get a competent man for \$5,000?

Secretary SHAW. He ought to get more; he ought to get \$10,000; but this man is better than any one you can get anywhere else, and he is getting \$3,000.

Mr. SULLIVAN. Under the former system the district attorney at New York had the power to recommend the settlement of cases and cases were settled. The result of the settlements was that he got, according to a statement of the Secretary of the Treasury, a former Secretary—I am not sure whether it was in your time or not—but he got over \$250,000 as fees outside of his salary in the settlement of these customs cases. If he had been compelled, or if there was some power somewhere to compel him, and I think there was—I think the Secretary of the Treasury could have compelled him, but did not—if he had been compelled to try these cases in court perhaps the Treasury Department would have won out. My point is that it was for the interest of the particular officers to settle those cases at that time.

The CHAIRMAN. That was in the days when the district attorneys were receiving fees and not salaries?

Mr. SULLIVAN. Yes.

The CHAIRMAN. Mr. Secretary, what amount of appropriation do you estimate will be necessary?

Secretary SHAW. Eleven thousand dollars. Give \$5,000 to the solicitor and \$3,000 for two assistants; and that will be on a par with our small Government salaries. They ought to be better paid.

The CHAIRMAN. Under what provision of law or appropriation would the clerical assistance of these men come?

Secretary SHAW. Their headquarters would be at the public stores, as now; but there is the difficulty of that. I think I can furnish their clerical force all right, because under this general appropriation I can appoint any clerks I please.

The CHAIRMAN. This authority for the appointment is for the purpose of giving these men a status in the courts in the trial of these cases.

Secretary SHAW. Now he is appointed by the Attorney-General and paid out of the customs appropriation.

Mr. BROWNLOW. Suppose you should want to use him in another section of the country than where he is located, how would you provide the expenses?

Secretary SHAW. We can pay that. We could not run the customs division if everything was fixed solid.

Mr. SMITH. As you will not always remain at the head of the Treasury Department, under your proposition this solicitor could be moved right down to Washington.

Secretary SHAW. Of course the majority of the cases are at New York, although we have cases of importance elsewhere.

Mr. SMITH. Just as soon as this is done there is nothing to prevent the appointment of similar counsel in New York in charge of the cases before the appraisers, just as you are appointing them now, is there?

Secretary SHAW. No.

Mr. SMITH. So that the entire new force could be brought down here and given headquarters in the Treasury Department somewhere.

Secretary SHAW. Well, you can abuse almost any authority; but if he was moved here there would be nothing for him to do.

Mr. SMITH. Where is the solicitor of internal revenue?

Secretary SHAW. He is here.

Mr. SMITH. Would not this solicitor soon want to be installed in the Treasury Department?

Secretary SHAW. You can put him there if you want with headquarters in New York; I have no objection to that. But at the same time I want to say that I do not like too much specific legislation. The greater the elasticity that can be allowed the better I like it. In matters of this kind it would be better to have a good deal of discretion.

Mr. SMITH. Discretion wisely exercised is always a blessing. If it is not wisely exercised it becomes a curse.

Secretary SHAW. That is true, but I believe you would get very much better results than if you undertook to fix it with a hard and fast law.

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SATURDAY, *April 21, 1906.*

### CONTINGENT EXPENSES, INDEPENDENT TREASURY.

#### STATEMENT OF MR. E. B. DASKAM, CHIEF DIVISION OF PUBLIC MONEYS.

The CHAIRMAN. We interrogated the Secretary yesterday concerning the item "Contingent expenses, Independent Treasury." Can you give us the items of expenditure?

Mr. DASKAM. They are in the Book of Estimates. We submit them every year.

The CHAIRMAN. The items contained in the Book of Estimates are supplemented by an additional amount of \$20,000, which the Book of Estimates does not show.

Mr. DASKAM. I made up the statement and sent it with the letter, but taking in all the expenses up to the time when the Book of Estimates went to press there was \$210,000 spent, and after that we spent twenty thousand and some odd dollars, leaving a balance of \$18,000, and that balance is still unexpended. There are little bills which come in, and we can not tell when they are all through.

The CHAIRMAN. The principal item of expenditure is for transportation?

Mr. DASKAM. Yes, sir. The others are all small items to supply subtreasury offices with such things as stationery and typewriters.

The CHAIRMAN. And your transportation consists of the payment of express charges?

Mr. DASKAM. Yes, sir; the bulk of it; nine-tenths of it, and more, too. Most of those bills were in when the Book of Estimates went to press, but they had not been audited by the accounting officers and could not be settled until passed.

The CHAIRMAN. What rates do you pay the express companies?

Mr. DASKAM. There are certain rates for silver and for gold and for notes. The rate is 20 cents a thousand for notes, a dollar a thousand for silver—

Mr. TAYLOR. A thousand dollars?

Mr. DASKAM. Yes, sir.

Mr. TAYLOR. What is the weight of a thousand dollars in silver?

Mr. DASKAM. About 59 pounds and a fraction; about 60 pounds. A million dollars of silver weighs 30 tons. The rate for gold is 40 cents.

The CHAIRMAN. Do you know what it would cost to ship the silver by registered mail?

Mr. DASKAM. It would cost 8 cents a package. The law limits registered mail to 4 pounds.

The CHAIRMAN. That is, the first-class mail?

Mr. DASKAM. Yes, sir.

The CHAIRMAN. There is no limit, however, on the amount which the Government can send?

Mr. DASKAM. Yes, sir. They will not take more than 4 pounds in one package.

The CHAIRMAN. Mr. Madden, the Third Assistant Postmaster-General, informed me over the telephone that there is no limit on matter that emanates from a Department.

Mr. DASKAM. We have tried it several times—tried to get the Post-Office Department to let us ship a larger amount than that—and they never would permit it.

The CHAIRMAN. What would it cost by mail if you had the privilege of shipping by registered mail?

Mr. DASKAM. That would be just the cost of a registration stamp for each \$50; that is, 8 cents; 16 cents for \$100, and \$1.60 a thousand.

The CHAIRMAN. So it would cost more by registered mail than by express?

Mr. DASKAM. Yes, sir; to a great many places. A dollar a thousand and is the minimum price.

Mr. TAYLOR. What is the maximum?

Mr. DASKAM. After a certain number of miles it is four-tenths of a cent per mile. It could go about 250 miles for \$1. No distance now is over a dollar, that is over the lines of the United States Express Company. If it goes over more than one express company, then each company gets a dollar. If the United States Express Company can take it all the way then the rate is \$1.

The CHAIRMAN. Then, do you pay the United States Express Company \$3 if it transferred over three express companies?

Mr. DASKAM. Each company would get a price. The United States Express Company would get whatever the rate was, and they have to make the terms.

The CHAIRMAN. What would be the rate to the United States Express Company?

Mr. DASKAM. It would be four-tenths of a cent per mile for every thousand dollars.

The CHAIRMAN. Suppose you were to ship a thousand dollars in silver 600 miles, and in making that shipment it had to be shipped through the agency of three different express companies; under your present contract what would the Government pay?

Mr. DASKAM. We would just pay the rate—four-tenths of a cent per mile for a thousand dollars.

Mr. TAYLOR. You would pay that to this one company?

Mr. DASKAM. Yes, sir.

Mr. TAYLOR. And it does not make any difference whether there is one or more companies?

Mr. DASKAM. No, sir.

The CHAIRMAN. What would it cost in the aggregate to ship a thousand dollars of silver 600 miles?

Mr. DASKAM. \$2.40 for 600 miles.

The CHAIRMAN. And if you were to ship it by registered mail it would be \$1.60?

Mr. DASKAM. Yes, sir. We would send that in 4-pound packages, and it would take 15 packages.

The CHAIRMAN. Eliminate the 4-pound proposition.

Mr. DASKAM. All it would cost would be to buy the registration stamp, 8 cents. They limit the packages to 4 pounds, and consequently we can not send over \$50 in one package.

The CHAIRMAN. Suppose you could ship it all by registered mail in one package, then can you estimate how much it would cost?

Mr. DASKAM. It would cost 8 cents if the Post-Office would agree to that.

The CHAIRMAN. If the law required it I suppose the Post-Office Department would agree to it.

Mr. DASKAM. I understand that they say that is the law.

Mr. TAYLOR. How much did you say a thousand dollars in silver weighed?

Mr. DASKAM. Fifty-nine pounds and a fraction, practically 60 pounds. It would take 15 packages, and with 8 cents for a stamp it would cost \$1.60.

The CHAIRMAN. But if you could ship it in one package it would only cost 8 cents?

Mr. DASKAM. Yes, sir.

The CHAIRMAN. You do not know what rate the Post-Office Department would have to pay the railroad companies for transportation?

Mr. DASKAM. No, sir; I know we have tried two or three times to get the Post-Office Department to accept larger packages and they have held to the ruling of 4 pounds.

The CHAIRMAN. Do you think if you were permitted to ship, say, \$1,000 in one package, or \$2,000 in one package, it could be shipped as safely?

Mr. DASKAM. That would save a lot of money.

The CHAIRMAN. But do you think it could be shipped as safely by registered mail as by express?

Mr. DASKAM. By registered mail we would have no security for it. The express company guarantees it. If it is shipped by registered mail and the mail is lost or stolen, that is so much gone. The Post-Office Department does not insure it.

The CHAIRMAN. A great many banks are now shipping money by registered mail.

Mr. DASKAM. To little towns they send small lots.

The CHAIRMAN. I know of banks in towns with 25,000 inhabitants who receive as high as \$15,000 and \$20,000 by registered mail.

Mr. DASKAM. You mean of currency?

The CHAIRMAN. Yes, sir. Then they insure it. That is cheaper than express. Do you know what the insurance companies charge for insuring registered mail?

Mr. DASKAM. No, sir; I never had occasion to look it up. Undoubtedly the banks can get special rates.

The CHAIRMAN. The banks are doing that and doing it because they can ship their money cheaper?

Mr. DASKAM. Yes, sir.

The CHAIRMAN. Including the insurance?

Mr. DASKAM. Yes, sir. They do that for currency. I do not sup-

pose they would do that for the "hard stuff." It would cost too much. Under the old method we shipped both standard silver dollars and fractional silver.

Mr. TAYLOR. You do not ship any silver under "Contingent expenses?"

Mr. DASKAM. No, sir; that is between the offices. Our estimate for 1907 is just the same for the transportation of silver coin, but in the conference they finally put in \$10,000 for fractional and nothing for subsidiary coin.

Mr. TAYLOR. Who pays the cost of the transportation of gold to the mint?

Mr. DASKAM. We pay the transfer between the subtreasuries.

Mr. TAYLOR. That is the Government's money?

Mr. DASKAM. Yes, sir.

Mr. TAYLOR. Who pays the expense of delivering the producer's bullion?

Mr. DASKAM. There is not any expense. They buy the bullion, and they coin it and give the bullion depositor either gold coin or a check equivalent to the gold. Most of them prefer to take the check. They do not wait to coin it.

Mr. TAYLOR. Who pays the expense of getting it to the mint?

Mr. DASKAM. The depositor delivers it to the mint.

Mr. TAYLOR. Then it belongs to the Government?

Mr. DASKAM. Yes, sir.

Mr. TAYLOR. After that the Government only distributes it as its own money?

Mr. DASKAM. Yes, sir. It can coin it, but it remains as bullion in bars for a long while.

Mr. TAYLOR. There is no outlay on the part of the Government for the distribution of gold, and there never has been?

Mr. DASKAM. No, sir.

The CHAIRMAN. Suppose a man deposits at the assay office in Seattle \$100,000 of gold bullion and the gold is coined there—

Mr. DASKAM. It is not coined there because they do not coin there. It is transferred from there to the mint at San Francisco.

The CHAIRMAN. Who pays the freight from the assay office to the mint in San Francisco?

Mr. DASKAM. I am not sure whether the mint has not an appropriation under "Freight on bullion coin." That is a matter with which I have nothing to do.

Mr. TAYLOR. I do not see any different result. The Government pays the transportation to the mint.

Mr. DASKAM. From Seattle to the mint?

Mr. TAYLOR. Or any other point to the mint. We have now only two mints—one at San Francisco and one at Philadelphia. That is only one payment by the Government, and there is no other one, and it is not continued from year to year?

Mr. DASKAM. I think they have an appropriation each year for "Freight on bullion coin."

TREASURY DEPARTMENT, OFFICE OF THE SECRETARY,  
Washington, April 7, 1906.

Hon. J. A. TAWNEY,

*Chairman Committee on Appropriations, House of Representatives.*

Sir: In reply to your request for itemized statement of expenditures for the fiscal year ended June 30, 1905, from the appropriation "Contingent expenses, Independent Treasury, 1905," Mr. Assistant Secretary Keep telephoned yesterday to Mr. Courts,

clerk to your committee, calling attention to the statement published in the Book of Estimates for 1907, page 555.

This statement is made up each year to agree with the payments made as shown on the appropriation ledgers of the division of bookkeeping and warrants at the time the Book of Estimates goes to press. The expenditures for 1905 amounted to \$210,885. Since then payments have been made amounting to \$20,624.19, itemized as follows:

United States Express Company, transportation of public moneys.....	\$19,006.54
Wells, Fargo & Co., transportation of public moneys.....	303.40
Southern Express Company, transportation of public moneys .....	187.72
Northern Express Company, transportation of public moneys .....	16.78
E. Baker, transportation of public moneys .....	33.50
J. C. Cline, transportation of public moneys .....	80.80
W. L. Robb, transportation of public moneys .....	10.25
P. Fabacher, transportation of public moneys .....	.90
J. J. Greenwold, transportation of public moneys .....	7.00
Pennsylvania Railroad Company, transportation of public property.....	4.48
Atchison, Topeka and Santa Fe Railroad Company, transportation of public property .....	30.92
New York, New Haven and Hartford Railroad Company, transportation of public property.....	1.75
New Orleans and Northeastern Railroad Company, transportation of public property .....	29.97
Cleveland, Cincinnati, Chicago and St. Louis Railroad Company, transportation of public property .....	1.81
Chesapeake and Ohio Railroad Company, transportation of public property .....	.82
Illinois Central Railroad Company, transportation of public property...	1.85
Southern Pacific Railroad Company, transportation of public property..	1.05
Star Union Line, transportation of public property .....	3.98
New York clearing house, expenses.....	390.00
Treasury Department, stationery for subtreasury offices.....	394.42
Chicago Telephone Company, rent of telephone .....	8.75
C. F. Haas, coin trays .....	107.50

Total .....	20,624.19
Amount appropriated.....	250,000.00
Amount expended.....	231,509.19

Unexpended balance to date .....

18,490.81

Respectfully,

L. M. SHAW, *Secretary.*

SATURDAY, April 21, 1906.

## CUSTODY OF DIES, ROLLS, AND PLATES.

### STATEMENT OF MR. JOSEPH E. RALPH, CUSTODIAN OF DIES, ROLLS, AND PLATES, BUREAU OF ENGRAVING AND PRINTING.

The CHAIRMAN. Does the item "custody of dies, rolls, and plates" include the custody of all dies and plates?

Mr. RALPH. Yes, sir.

The CHAIRMAN. Gotten up for the Government?

Mr. RALPH. Yes, sir; all dies, rolls, and plates used to print every form of security issued by the Government, checks, bonds, legal-tender notes, postage stamps, internal-revenue stamps, and miscellaneous plates of all kinds, including the portraits of deceased Members of Congress. That would be the only class I could recall which is not a distinctive security representing money value.



The CHAIRMAN. Does that also include the plates of Cabinet officers?

Mr. RALPH. Yes, sir.

The CHAIRMAN. What is the roll?

Mr. RALPH. The roll is the positive of the negative used to make the plates that we print from. To give you an idea of the volume of work, the \$1 silver certificate, the present series of 1899, we have used in printing that series of notes up to date at least 7,000 plates. I have in my custody all the original dies and the rolls. I have, perhaps, 53,000 or 54,000 pieces of engraved work in my custody at the present time. The plates constantly wear out and become obsolete, and once a year there is a committee appointed by the Secretary of the Treasury whose duty it is to check up my vaults and ascertain if I have in my custody all the engraved work made by the Bureau of Engraving and Printing, and they receipt to me for all obsolete material, which is taken to the navy-yard and melted in a blast furnace. The duties of my office are to safeguard all those engravings.

Mr. TAYLOR. At a rough estimate, what are the dies worth?

Mr. RALPH. It would be a very difficult matter to estimate the value of those dies.

Mr. TAYLOR. Therefore I asked for a rough estimate?

Mr. RALPH. A die of the portrait of a Cabinet officer in all probability would be worth \$2,000, and perhaps that would be the highest cost of producing any one die.

Mr. SMITH. When you get a special appropriation you only get \$500.

Mr. RALPH. Yes, sir; that is a portrait plate which we can engrave for from \$400 to \$600. We do not give the same attention to the engraving of a portrait used for a deceased Member of Congress as published in the eulogies because it is not necessary to take from that engraved plate the roll, and hence we do not give the same attention to detail in the execution of the lines.

Mr. TAYLOR. What is that die worth?

Mr. RALPH. We only charge the actual cost of producing those plates.

Mr. TAYLOR. Anywhere from \$400 to \$600?

Mr. RALPH. Yes, sir.

Mr. TAYLOR. How many dies or plates have you?

Mr. RALPH. I have in my custody some 53,000.

Mr. TAYLOR. Would they be worth as much as \$200 apiece?

Mr. RALPH. Yes, sir.

Mr. TAYLOR. That is the average?

Mr. RALPH. You mean the cost of producing?

Mr. TAYLOR. Yes, sir.

Mr. RALPH. For a plate for making a national bank note we charge \$75, and I think the Government would make, perhaps, 40 per cent on that.

Mr. TAYLOR. My object is to ascertain the value of the property you are taking care of in order to see what we are paying for the care of that property and whether the cost of the care and custody is overpaid.

Mr. RALPH. I could not estimate that in figures, because I think that would be an impossibility.

The CHAIRMAN. How many men have you in your division?

Mr. RALPH. Six, including myself.

The CHAIRMAN. Who fixes their compensation?

Mr. RALPH. This committee. When I took charge of that office in 1896 I found things in a very chaotic state and there were employees detailed there who were not on the rolls of the custodian. The committee provided for those men by making an appropriation to take care of them in the office of the custodian. In 1900, I think, perhaps in 1901, in lieu of compensation for the unusually long hours of the employees of the office the salaries were increased by this committee.

The CHAIRMAN. How many hours do the employees work?

Mr. RALPH. We average at the present time from ten to eleven hours a day; not less than ten hours. The employees of the custodian's office are in the office at 7 o'clock in the morning, not later than 7.15, and they work until 5 o'clock. Last month they were employed until 6 o'clock. Any increase of work in the Bureau of Engraving and Printing necessarily affects our office, and if the Treasurer of the United States should exact 5,000 sheets of additional notes from the Bureau of Engraving and Printing, that, in all probability, would necessitate additional hours of labor.

The CHAIRMAN. You are an officer of the Treasurer's office?

Mr. RALPH. Yes, sir. I am distinctly separate from the Bureau.

The CHAIRMAN. And your force is recognized as a part of the Treasury Department?

Mr. RALPH. Yes, sir; we are the representatives of the Secretary of the Treasury.

The CHAIRMAN. Your office is over at the Bureau of Engraving and Printing?

Mr. RALPH. Yes, sir. We have, perhaps, the finest vaults in the United States in which we take care of this engraving work.

The CHAIRMAN. How do you check up these sheets that are required: how do you keep track of them?

Mr. RALPH. Every plate necessary for the use of the Bureau in printing any security or any check, bond, draft, or anything of that kind is drawn upon a requisition, giving the title of the plate. We issue that plate on the requisition. All the plates are numbered in sequence, and we charge to that particular plate the number, and at the close of the work that day that plate is returned to our office and checked on the requisition by the number to identify it, and no employee can leave the building until all the plates, dies, and rolls are returned to the custodian and safely locked in the vaults. I think our system is about as perfect as it could be.

Mr. TAYLOR. No employee whatever in the building can leave the building until then?

Mr. RALPH. No, sir.

The CHAIRMAN. You mean no employee in your office?

Mr. RALPH. No employee in the divisions using the plates.

Mr. TAYLOR. You mean simply in your division?

Mr. RALPH. The employees of the Bureau.

Mr. TAYLOR. Those who have charge of the plates during the day when taken from your division?

Mr. RALPH. Yes, sir.

The CHAIRMAN. Do you keep track of the number of sheets that are printed from the plates?

Mr. RALPH. Yes, sir; the custodian of dies, rolls, and plates has this relation to the Bureau: He receives a duplicate of all orders received by the Bureau for printing, and on the completion of an order the plate is withdrawn from the printing division, and if they were to ask for that plate it would be refused them until they had received an additional order from the Secretary of the Treasury for printing that security. The custodian's duty is not only to safeguard the plates but to see that they are not used by the Bureau without the proper authority of the Treasury Department in the printing of any securities.

Mr. SMITH. Please take this \$10 note and tell me how much of it is printed after it leaves the Bureau [handing Mr. Ralph a \$10 note].

Mr. RALPH. This seal [indicating] and this "X" [indicating].

Mr. SMITH. How about the number?

Mr. RALPH. The number is printed in the Bureau.

Mr. SMITH. All the printing in red ink except the number is printed after it leaves the Bureau?

Mr. RALPH. Yes, sir; but I am the custodian of the seal. I deliver the seal to the Treasurer's office and check him up on it, and he returns it to me when it becomes obsolete and I consign it to destruction, which takes place once a year. It usually takes the committee three months to check me up.

The CHAIRMAN. What are the duties of the three distributors of stock?

Mr. RALPH. Their duties are very similar to those of a clerk in a library. When the custodian's office is called upon by any of the various divisions for any form of engraving, the first thing is to ascertain from myself or the assistant if it is permissible to use the plate. That is determined by reference to the system of records to see if we have an order to print that, and after determining that fact one of the distributors of stock would go to the rack where the plates are kept and bring the plate down.

The CHAIRMAN. The word "stock" refers to the plates in stock?

Mr. RALPH. Yes, sir. The distributor of stock is the man who has charge of the racks and takes the plates down and puts them back at night when the assistant or custodian checks them on the requisition to ascertain if all the engraving work in use that day has been returned.

The CHAIRMAN. It has no reference to paper?

Mr. RALPH. No, sir.

The CHAIRMAN. This refers entirely to the plates?

Mr. RALPH. Yes, sir.

The CHAIRMAN. You say they work as much as ten hours a day?

Mr. RALPH. Yes, sir; at the present time, and some days more. To-day two men in my office, one being myself, will work until 11.30 o'clock to-night.

Mr. TAYLOR. Are they paid extra for those services?

Mr. RALPH. No, sir. There can be no compensation for additional hours, because the salaries are fixed by the committee.

THURSDAY, *April 12, 1906.*

**TREASURY, BUTLER, AND WINDER BUILDINGS REPAIRS.**

**STATEMENT OF MR. WALTER W. LUDLOW, CHIEF CLERK TREASURY DEPARTMENT.**

The CHAIRMAN. Now, we will begin at the bottom of page 12 at the last item there. You have under your supervision, Mr. Ludlow, a number of appropriations connected with the service of the Treasury Department, and we desire to interrogate you concerning your estimates thereon.

First, is the Treasury building, etc., \$18,000. I observe that the appropriations for this purpose, running back a series of years, have varied very much, except in the last four years. In your judgment, is it necessary to appropriate \$18,000 for the repairs of that building for the coming fiscal year?

Mr. LUDLOW. It is, Mr. Chairman.

The CHAIRMAN. Is your estimate based upon any investigation, or merely upon the fact that you have had \$18,000 during the current fiscal year?

Mr. LUDLOW. It is based upon past experience and also upon some matters that we would like to attend to about the building this year. They are necessary. For instance, we would like to expend \$2,000 or \$3,000 on tiling in the south wing of the Treasury building, which is now covered by black tiling in front of the Secretary's Office, while all the rest of the building is tiled in black and white. This black tiling is badly worn in places now, and should be replaced. Also we have discovered that the exterior of the building needs pointing up badly. It will cost approximately \$15,000 to do that, but we think we can expend \$2,000 or \$3,000 very advantageously this year on this object if we had that appropriation. Also the stone posts of the balustrades on the outside of the building are all loose and falling out, and we want to repair that.

The CHAIRMAN. How much of the amount appropriated for the fiscal year 1905, \$21,100, if anything, remained unexpended?

Mr. LUDLOW. I can not tell that, Mr. Chairman, without referring to the books; but I can let the committee know later.

The CHAIRMAN. I wish you would; and I wish you would give us the balance, if any, turned in under that head, and also the appropriation for the Treasury building fire alarm.

Mr. LUDLOW. That is a standing contract.

Mr. SMITH. You want that on all items covered by this estimate?

The CHAIRMAN. Yes; on all items covered by your estimate—the amounts turned in for the fiscal year ended June 30, 1905. What other repairs, in addition to these you have mentioned, are contemplated?

Mr. LUDLOW. General repairs of the Treasury building and the Winder and Butler buildings. In the Winder Building we find that the basement floor, which is of wood, is badly rotted near the ground in some places and must be replaced. The interior of the Butler Building needs painting.

The CHAIRMAN. The Butler Building is occupied by the Marine-Hospital Service?

Mr. LUDLOW. Yes, sir.

Mr. SMITH. Mr. Ludlow, has the sand blasting of the Treasury building been completed—the exterior?

Mr. LUDLOW. The cleaning was not done by the sand-blast process, Mr. Smith.

Mr. SMITH. It was so started, was it not?

Mr. LUDLOW. Only on the east front, on the colonnade.

Mr. SMITH. How was it completed?

Mr. LUDLOW. It was completed by a patent process of a gentleman named Bruce. Nobody knows what it is.

Mr. SMITH. I noticed that the columns on the east are greatly discolored. Are they of the same material?

Mr. LUDLOW. No, sir; they are sandstone, and the rest of the building is granite. They could be painted, but it would necessitate painting about every year.

The CHAIRMAN. What would it cost to remove them and replace them with granite?

Mr. LUDLOW. Three hundred and fifty thousand dollars.

Mr. SULLIVAN. Is Mr. Bruce an employee of the Government?

Mr. LUDLOW. No, sir. I had an estimate made, Mr. Chairman, for that purpose, but the Secretary declined to submit it this year. It was for \$350,000 for monoliths and \$300,000 for sectional columns. Some day the colonnade will have to be replaced, because it is disintegrating. The balustrade now on it is of wood. We replaced it three or four years ago, because the stone was disintegrating and falling in some places.

Mr. TAYLOR. Does the Winder Building belong to the Government?

Mr. LUDLOW. Yes, sir.

Mr. TAYLOR. How long has it belonged to the Government?

Mr. SMITH. Since before the civil war, I think.

Mr. LUDLOW. I think it was purchased after the civil war. It was confiscated by the Government, and afterwards payment was made.

### FIRE-ALARM SYSTEM, TREASURY.

The CHAIRMAN. The next item is "fire-alarm system, Treasury Department: For maintenance of the automatic fire-alarm system now in the Treasury and Winder buildings, \$2,625." I see that has been a uniform appropriation since 1899. That is under contract?

Mr. LUDLOW. Yes, sir.

The CHAIRMAN. With whom do you contract for that service?

Mr. LUDLOW. The National Automatic Fire Alarm Company.

The CHAIRMAN. Here in the District?

Mr. LUDLOW. Yes, sir; it was put in before my time, but I think it was based upon a proposal at that time that they would maintain it year after year at this price.

The CHAIRMAN. How old is this contract?

Mr. LUDLOW. It is renewed every year.

The CHAIRMAN. It is an annual contract?

Mr. LUDLOW. Yes, sir.

Mr. SMITH. Is there any other similar item for any other public building?

Mr. LUDLOW. Fire-alarm system?

Mr. SMITH. Yes, sir.

Mr. LUDLOW. I do not know.

Mr. SMITH. Do you know whether the Government has such a contract in connection with the State, War, and Navy building?

Mr. LUDLOW. I can not inform you as to that. They wired the Treasury building and put in their annunciators under an arrangement then made that we were to pay this price each year, provided, of course, Congress made the appropriation.

Mr. SMITH. What I am unable to grasp is why this system exists in the Treasury Department and does not exist in the other great buildings, like the Post-Office and State, War, and Navy buildings?

Mr. LUDLOW. I have not looked into that.

Mr. SMITH. You do not know what they pay for the service and you do not know whether they have it?

Mr. LUDLOW. No, sir. I can ascertain and let the committee know. (See p. 226.)

Mr. SMITH. It seems to me a little peculiar that this item should be carried for this building and not for other buildings. The State, War, and Navy building is a much larger building.

Mr. LUDLOW. There is a difference between the Treasury and the other public buildings on account of the peculiar character of the building and its contents.

Mr. SMITH. Your money and combustibles are all in fireproof vaults?

Mr. LUDLOW. Yes, sir; but the automatic fire-alarm system is on the files on every floor, particularly on the fourth floor. It is automatic, and the least suggestion of overheat would turn in an alarm, not only at the office of the captain of the watch in the Treasury Department, but also in the office of the company and at the fire stations.

Mr. SMITH. But if it should turn out that this outfit was furnished for a less amount to the State, War, and Navy building it would be a revelation to all of us.

Mr. LUDLOW. I will supply that information for the committee. This contract was entered into some time before I took charge of the office.

#### ASSISTANT CUSTODIANS AND JANITORS, PUBLIC BUILDINGS.

The CHAIRMAN. The next item is on page 48 of the bill, "Pay of assistant custodians and janitors." I observe that you estimate for the next fiscal year about \$130,000 in excess of the amount of the current appropriation. Will you please explain the reasons?

Mr. LUDLOW. That is based on the number of new buildings that have been built and occupied and will be built and occupied during the fiscal year 1907.

The CHAIRMAN. For the fiscal year 1905 \$1,225,000 was appropriated for this purpose?

Mr. LUDLOW. Yes, sir.

The CHAIRMAN. What was the deficiency?

Mr. LUDLOW. Congress cut down the estimate about \$51,000, and there is a deficiency of \$45,000.

The CHAIRMAN. Is there a deficiency in the appropriation of 1906 for this service?

Mr. LUDLOW. I meant for 1906.

The CHAIRMAN. Did you have a deficiency in 1905?

Mr. LUDLOW. I am not informed as to that point; I do not think so.

The CHAIRMAN. Your estimate for this service during the fiscal year 1907 includes the new buildings that will go into commission during that year?

Mr. LUDLOW. They are included as far as we know. Last year the Supervising Architect added 23 new buildings.

The CHAIRMAN. And that was the reason given for the deficiency in the current appropriation. How many new buildings do you estimate will go into commission this year?

Mr. LUDLOW. I think 30.

The CHAIRMAN. Have you made inquiry of the Supervising Architect to ascertain whether that includes all the new buildings which will be occupied during this year?

Mr. LUDLOW. Yes, sir. I have the list here, but the Supervising Architect told me this morning that there is one building—the Burlington, Vt., extension—that he can not tell whether or not it will be completed.

The CHAIRMAN. There is only one building he is in doubt about?

Mr. LUDLOW. At the present time; but last year he added 23 buildings that he had not expected himself. That was due to the more rapid completion of the buildings by the contractors.

The CHAIRMAN. My understanding was that it was due to the fact that he did not submit any very careful estimate.

Mr. LUDLOW. The Supervising Architect?

The CHAIRMAN. Yes, sir; that he did not exercise sufficient care in making his investigations.

Mr. LUDLOW. That is under another office.

The CHAIRMAN. It is your judgment that it will require \$1,462,646 to provide for this service in public buildings outside the city of Washington during the fiscal year 1907?

Mr. LUDLOW. Yes, sir; I will furnish the committee with a detailed estimate for each building. (See p. 226.) I would like to say to the committee that some of the buildings are considerably undermanned. There was a postmaster from West Virginia in my office yesterday who wanted an increase of his force, which we could not give him. He said that he paid \$150 out of his own pocket last year to keep his building in order.

The CHAIRMAN. How many men do you have in that service?

Mr. LUDLOW. Two thousand three hundred and seven employees this year, and we expect to add 107 if Congress makes the appropriation for the new buildings.

The CHAIRMAN. Does this include any additional men in the buildings now in service?

Mr. LUDLOW. Yes, sir; in Chicago and San Francisco and Indianapolis.

The CHAIRMAN. Why is that?

Mr. LUDLOW. Because the buildings are undermanned. The Chicago building was taken over entirely only last October, and we have had a great many complaints, and I know the conditions myself.

The CHAIRMAN. When was the San Francisco building taken over?

Mr. LUDLOW. About August.

The CHAIRMAN. Of last year?

Mr. LUDLOW. Yes, sir. There is a great deal of marble in those three buildings.

The CHAIRMAN. There is not very much marble in the Chicago building?

Mr. LUDLOW. Oh, yes; the rotunda is almost entirely marble, and we need skilled help and marble cleaners and other skilled workmen. We have not been able to supply them in those buildings.

The CHAIRMAN. This item does not include engineers and firemen?

Mr. LUDLOW. Yes, sir.

Mr. SULLIVAN. I find that the average compensation is only \$624.

Mr. LUDLOW. There are 715 laborers, at an average salary of \$557.97; 178 watchmen, at an average salary of \$562.14; 375 firemen, at an average salary of \$714.22; 265 janitors, at an average salary of \$684.21; 4 foremen of laborers, at an average salary of \$810; 15 electricians, at an average salary of \$958.66; 10 wiremen and lampists, at an average salary of \$922; 132 elevator conductors, at an average salary of \$631.96; 112 engineers, at an average salary of \$1,108.06; 2 oilers, at an average salary of \$900; 423 charwomen, at an average salary of \$314.25; 32 cleaners, at an average salary of \$311.25; 18 dynamo tenders, at an average salary of \$732.22; 24 assistant custodians, at an average salary of \$1,573.75; and 2 pump men, at an average salary of \$720. The total number of employees in the service is 2,307.

I might say in connection with the elevator conductors that we have to pay more for them than the people on the outside, because they are civil service employees and they are men we can not employ except under the civil service.

Mr. SULLIVAN. What can they be employed for by outside individuals?

Mr. LUDLOW. For \$40 or \$50 a month; but most of them are boys.

Mr. SULLIVAN. Fifty-five dollars a month would be more than you pay?

Mr. LUDLOW. Yes, sir.

Mr. SULLIVAN. You get them for an average of \$631.96?

Mr. LUDLOW. Yes, sir. We pay \$720 here in Washington.

Mr. SULLIVAN. How long do they work, what time do they go on and what time do they go off?

Mr. LUDLOW. Whenever the offices close. The hours vary in the various cities. These employees are under the direction of the custodian.

Mr. SMITH. Who is the postmaster?

Mr. LUDLOW. Yes, sir; in post-office buildings. Collectors of customs and collectors of internal revenue are custodians in some buildings.

Mr. SULLIVAN. They go to work at 8 o'clock in the morning and work until 5 o'clock in the afternoon?

Mr. LUDLOW. Yes, sir.

Mr. SULLIVAN. That is just about as long as the elevator conductors here in the Capitol work.

Mr. TAYLOR. What proportion of your elevator men is colored and what proportion is white?

Mr. LUDLOW. I do not know of any way of ascertaining that information except by writing to the custodians. I have not visited any public building where there was a colored elevator conductor; but in the South we have them.



Mr. TAYLOR. You have nothing to guide you in regard to that?

Mr. LUDLOW. No, sir.

Mr. TAYLOR. I thought that might account for the lower wages?

Mr. LUDLOW. No, sir. We take them from the civil service register. We have no choice. We have to take one certified.

The CHAIRMAN. I observe that the last Congress appropriated substantially all you estimated to be necessary for this fiscal year and you say you have a deficiency of \$45,000?

Mr. LUDLOW. No, sir. Congress cut the estimate \$51,000.

The CHAIRMAN. And that is explained by the fact that some 22 or 23 new buildings were brought into commission not included in your estimate?

Mr. LUDLOW. The deficiency?

The CHAIRMAN. Yes, sir.

Mr. LUDLOW. Not entirely; it was on account of the cut in the estimates. Congress cut the estimates \$51,000.

### GENERAL INSPECTOR OF SUPPLIES.

The CHAIRMAN. The next item is "General inspector of supplies for public buildings."

Mr. LUDLOW. He is the traveling inspector. He is traveling constantly. He visits the public buildings and reports on their condition, how they are cared for, and makes suggestions in regard to improvements in maintenance, if any are to be made, and there are always improvements to be made.

The CHAIRMAN. How many public buildings have you?

Mr. LUDLOW. About 400. He is constantly traveling, but he can not make a round in two years.

Mr. SMITH. Have you not more than 500 public buildings?

Mr. LUDLOW. Not yet; I expect we will have.

The CHAIRMAN. You have 400 public buildings?

Mr. LUDLOW. Yes, sir.

The CHAIRMAN. When was this office created?

Mr. LUDLOW. I think it was created about seven or eight years ago.

The CHAIRMAN. How did the Department get this information prior to that time?

Mr. LUDLOW. If complaints came in, as they frequently did, I think they sent an inspector from here to the particular building. I think this office was created in the Senate.

The CHAIRMAN. From what State is the gentleman who fills this office?

Mr. LUDLOW. He is from Wisconsin. He is a very competent man.

Mr. TAYLOR. Has the first appointee held the office all the time?

Mr. LUDLOW. No, sir. There have been two inspectors. The former inspector also was from Wisconsin.

Mr. TAYLOR. What State is the present inspector from.

Mr. LUDLOW. Wisconsin.

Mr. TAYLOR. How long has the present incumbent been in office?

Mr. LUDLOW. I think three or four years; I will not be positive.

Mr. SMITH. Has this office resulted in any economy?

Mr. LUDLOW. Without a question. It should have been created years ago.

Mr. SULLIVAN. Is there anyone who is able to say that this man really does inspect? Is there any track kept of his peregrinations?

Mr. LUDLOW. Yes, sir; he follows an itinerary laid out by the Department.

Mr. SULLIVAN. What check is kept on him?

Mr. LUDLOW. He reports on every building.

Mr. SULLIVAN. Does anybody make any report on him?

Mr. LUDLOW. No, sir; the custodian usually reports that he has visited the building, but he is not instructed to do so.

Mr. SULLIVAN. He usually does?

Mr. LUDLOW. Yes, sir.

Mr. SULLIVAN. Where is that report found?

Mr. LUDLOW. In my office.

Mr. SULLIVAN. In a report to the Treasury Department?

Mr. LUDLOW. Yes, sir.

Mr. SULLIVAN. So you can keep track of him through the custodians' reports?

Mr. LUDLOW. Yes, sir; but that is not necessary with this inspector. He is an honorable and competent man.

Mr. SMITH. In examining the Supervising Architect, he told us that there were 528 buildings under the Treasury Department, and upon that he made his estimate for repairs and preservation of public buildings. Where is the difference between the 528 and the 400 of which you speak?

Mr. LUDLOW. Unless it comprises mints, assay offices, and marine hospitals I do not know. I do not have anything to do with them.

Mr. SMITH. That might explain the discrepancy?

Mr. LUDLOW. Yes, sir.

Mr. SMITH. Is it not a fact that the Supervising Architect has special agents also looking after the public buildings?

Mr. LUDLOW. In a different way. His inspection relates to the buildings; our inspection relates to the care and maintenance of the buildings.

Mr. SMITH. Whenever an application is made for any money to be expended for repairs on a public building, the Supervising Architect generally sends one of his own inspectors to make the examination?

Mr. LUDLOW. If it is a part of the building. If there is a door to be cut or a window or a partition is to be changed, it comes under the Supervising Architect.

### INSPECTOR OF FURNITURE.

Mr. SMITH. I notice the next item is for an inspector of furniture.

Mr. LUDLOW. That is under my office.

Mr. SMITH. You have inspectors for all repairs on the buildings, and you have a distinct inspection of furniture and other furnishings, including fuel, lights, personal services, and other current expenses?

Mr. LUDLOW. Yes, sir.

Mr. SMITH. It is difficult for me to see just the sphere of these men, the difference between the two.

Mr. LUDLOW. The inspector of furniture inspects the furniture that is being manufactured. Before it is manufactured he goes to the factory and inspects the material. He goes there afterwards and inspects the furniture after it is ready for delivery, and frequently, in the large

buildings, he goes there and inspects it after it is placed in position to see that it is all properly made and in proper condition.

Mr. SMITH. And it is also his duty to "examine into their requirements for furniture and other furnishings?"

Mr. LUDLOW. When a new building is erected and about ready to be turned over to the Government by the contractor we send the furniture inspector there to ascertain the requirements of furniture for that particular building.

Mr. SMITH. Is it not a fact that by some system of comity or the like you exchange the services of these inspectors?

Mr. LUDLOW. We do. Our general inspector of supplies seldom sends in a report that he does not report something that is under the supervision of the Supervising Architect, and they do likewise.

Mr. SMITH. As a matter of fact, the Supervising Architect's inspector goes out if it is thought necessary to make repairs on any part of the building?

Mr. LUDLOW. Yes, sir; but they have inspectors, one in Chicago, for instance, who attends to anything within a certain territory.

Mr. SMITH. And they have one at Omaha?

Mr. LUDLOW. I do not know.

Mr. SMITH. The furniture inspector is required to report as to the requirements of furniture and as to the quality of the furniture?

Mr. LUDLOW. Only on large contracts. The custodian will send in a request for a particular piece of furniture, and we authorize its purchase locally if he gives a good reason for its necessity.

Mr. SULLIVAN. Is this inspector a competent judge of furniture and furnishings?

Mr. LUDLOW. Yes, sir; he is.

Mr. SULLIVAN. Why is it necessary for him to inspect during manufacture and before delivery, and also to inspect after delivery? Why would not an inspection at delivery be sufficient?

Mr. LUDLOW. The contractor for furniture might stick anything into the furniture and cover it up.

Mr. SULLIVAN. So your competent judge could not discover it?

Mr. LUDLOW. Yes, sir.

Mr. SULLIVAN. Then is he competent?

Mr. LUDLOW. Yes, sir.

Mr. SMITH. Interior defects are not visible after construction?

Mr. LUDLOW. No, sir. All of our furniture is made according to specifications prepared by the Department. It is the best furniture that can be made. It is the most durable, and we permit nothing to be put into it that is not up to the specifications.

Mr. SULLIVAN. Is the order for furniture based upon a consideration of the locality? For instance, if you were contracting for furniture in an Omaha public building, would you try to have it manufactured near there?

Mr. LUDLOW. No, sir. We send out our specifications to anybody who wants to bid on furniture for any building.

Mr. SULLIVAN. In all parts of the country?

Mr. LUDLOW. Yes, sir. We buy only from manufacturers. We do not buy from the middleman or the retailer, except for a particular piece.

Mr. SULLIVAN. Would you be likely to have furniture for a San Francisco building made by a Boston manufacturer?

Mr. LUDLOW. Our contracts are all made east of the Rocky Mountains. Beyond the Rocky Mountains very few of the contractors will bid on account of the freight rates.

Mr. SULLIVAN. Then the contract might go to a Boston man for a San Francisco building?

Mr. LUDLOW. Yes, sir.

Mr. SULLIVAN. So the question of transportation is not considered?

Mr. LUDLOW. Not at all; they pay the freight and install the furniture.

Mr. SULLIVAN. So the eastern manufacturer, under those circumstances, would be at a disadvantage with the western manufacturer?

Mr. LUDLOW. Yes, sir.

Mr. SULLIVAN. Can you tell me about how many factories make furniture for the Government under these contracts?

Mr. LUDLOW. We send our specifications to any manufacturer who wants them. He has to submit a sample cabinet to the Department made according to the specifications before we will consider his proposal.

Mr. SULLIVAN. He has to submit it to the Department?

Mr. LUDLOW. Yes, sir.

Mr. SULLIVAN. You do not mean here in Washington?

Mr. LUDLOW. Yes, sir.

Mr. SULLIVAN. It has to be sent here to Washington?

Mr. LUDLOW. Yes, sir.

Mr. SULLIVAN. And that is where the inspector makes his inspection?

Mr. LUDLOW. No, sir. We make the contract and the inspector goes to the factory after the lumber has been prepared and inspects it.

Mr. SULLIVAN. Does this result that a dozen factories in different parts of the country are making furniture at the same time under several contracts for the Government?

Mr. LUDLOW. Yes, sir.

Mr. SULLIVAN. So the inspector would have to visit several places?

Mr. LUDLOW. Yes, sir.

Mr. SULLIVAN. Scattered all over the country?

Mr. LUDLOW. Yes, sir. Usually we give the contractor ninety or one hundred and twenty days in which to complete his contract.

Mr. SULLIVAN. The inspector would have to lead a somewhat strenuous life in order to keep up.

Mr. LUDLOW. Yes, sir; he does. He is in the Far West now.

Mr. SMITH. The general inspector is an inspector of the care of the buildings?

Mr. LUDLOW. The care and the force of the buildings, the custodian's force, the engineers, and janitors. He reports on them and whether they are performing their duties properly.

Mr. SMITH. The other inspector is an expert inspector of materials?

Mr. LUDLOW. Yes, sir.

Mr. SMITH. The man who simply sees to the care of the building gets \$500 more than the man who sees whether the furniture is properly made?

Mr. LUDLOW. Yes, sir.

The CHAIRMAN. He is appointed by the President and confirmed by the Senate?

Mr. LUDLOW. Yes, sir. I can not too highly commend the inspectors' force, so far as our office is concerned.

Mr. SMITH. My observation is limited to my own public building and every change which has been made could have been seen by one outside. The inspection is made by the inspector under the supervising architect at Omaha. Every time we want the slightest thing done he is the man who comes there.

Mr. LUDLOW. Putting in elevators comes under the Supervising Architect—not their operation, but putting them in, and all things of that character. In a number of public buildings that are built with wells for elevators, no elevators have been installed.

Mr. SMITH. This inspector has supervision of the janitor or engineer force?

Mr. LUDLOW. Yes, sir; he checks them up and tells them what they have to do, and instructs them as to their duties. The custodians are bonded officers, but they are Presidential officers. Many of them take a great interest in the buildings, to see that they are properly kept up; others do not.

The CHAIRMAN. If they do not, they are subject to removal?

Mr. LUDLOW. We can not remove them.

The CHAIRMAN. You can bring their delinquencies to the attention of the Post-Office Department?

Mr. LUDLOW. When anything of that kind occurs we very frequently send a report to the Post-Office Department.

Mr. SULLIVAN. Are removals made in consequence of such reports?

Mr. LUDLOW. No, sir.

Mr. SULLIVAN. Under the present system then we have practically four inspections of the building and furniture. First we have the Supervising Architect's inspector.

Mr. LUDLOW. He does not have anything to do with the furniture, or the care of the building, its furnishings, or the personnel of the custodian's force. I do not think he inspects at all except when there is something to be done to the building, and then they detail an inspector to see whether it should be done.

Mr. SULLIVAN. You have the custodian of the building who is the postmaster. He is charged with the responsibility of caring for the building and looking after the force and seeing that the work incident to the care and custody of the building is properly performed?

Mr. LUDLOW. Yes, sir.

Mr. SULLIVAN. In the event that there is any change or repairs needed he reports that to the Treasury Department and the Supervising Architect sends a man out to make an inspection?

Mr. LUDLOW. Yes, sir; I presume that is the way it is done.

Mr. SULLIVAN. It goes to the Supervising Architect's office, and he sends a man out. Then in addition to that you have this Presidential inspector, who is constantly traveling about inspecting?

Mr. LUDLOW. The general inspector.

Mr. SULLIVAN. Which is also the character of the inspection made by the custodian. He has to make a general inspection. It is his duty all the time, because the condition of the building is constantly under his eye. Why would not the one service be sufficient, and was it not sufficient prior to the time that this Presidential inspector was appointed?

Mr. LUDLOW. I do not think it was, or I do not think the Department would have asked for this position.

Mr. SULLIVAN. Did the Department ask for it originally?

Mr. LUDLOW. I presume it did.

Mr. SULLIVAN. Can you ascertain if it did, whether they recommended it?

Mr. LUDLOW. I can.

Mr. TAYLOR. As to the inspector of furniture and furnishings; was that position asked for by the Department?

Mr. LUDLOW. I think so; yes, sir.

The CHAIRMAN. In relation to the furniture, would it not be entirely practicable for the post-office inspectors, who are constantly going to and fro in the service of the Post-Office Department, to report on the condition of the furniture?

Mr. LUDLOW. No, sir; it would not.

The CHAIRMAN. Would it not be practicable for the Supervising Architect, upon receiving a report from the custodian as to the necessity for additional furniture or the repair of furnishings, to send his inspector out?

Mr. LUDLOW. No, sir.

The CHAIRMAN. Why?

Mr. LUDLOW. Because they handle another appropriation; it is not under their office.

The CHAIRMAN. If it was made available?

Mr. LUDLOW. Our inspector of furniture is an expert in that line. The same is true of the Supervising Architect's force. His people are technical people, and as to the post-office inspectors they report to the Postmaster-General. They have in instances made reports, and the Postmaster-General has transmitted their reports to the Treasury Department with the request that we furnish this or that or some other thing, and upon investigation we find that they do not need it. The postmaster or the assistant postmaster would then be the arbiter of what he wants in a post-office. We refuse requests from custodians. We do not grant the request of a custodian unless he shows the absolute necessity for the particular article he desires.

The CHAIRMAN. And that necessity you say could not be ascertained reliably by the post-office inspectors?

Mr. LUDLOW. It could not, because they do not know anything about it. They do not know anything about the furniture.

The CHAIRMAN. It would not take a very high degree of skill to determine whether there should be an additional typewriter or an additional desk or a few more chairs?

Mr. LUDLOW. Those things all cost money, and we want to know why they want them and why they are required.

The CHAIRMAN. It would not require a technical man to determine that?

Mr. LUDLOW. The duties of this inspector of furniture are almost entirely in new buildings and in large contracts.

## FURNITURE AND REPAIRS OF FURNITURE, PUBLIC BUILDINGS.

(See also H. Docs. Nos. 419 and 712.)

The CHAIRMAN. The next item is on page 50 of the bill, "Furniture and repairs of furniture," and your estimate for the coming fiscal year is \$55,400 more than the current appropriation. Will there be a deficiency in the appropriation under that head for this year?

Mr. LUDLOW. No, sir.

The CHAIRMAN. There was a deficiency?

Mr. LUDLOW. Of \$79,000, which you gave us on the deficiency bill, for new buildings.

Mr. TAYLOR. The urgent deficiency bill of this year?

Mr. LUDLOW. Yes, sir.

The CHAIRMAN. This furniture includes new furniture as well as repairs to furniture?

Mr. LUDLOW. Yes, sir.

The CHAIRMAN. Does this \$455,400 you estimate for the fiscal year 1907 include the new furniture for the new buildings that will go into commission during the year, the 30 new buildings?

Mr. LUDLOW. Up to the end of this fiscal year?

The CHAIRMAN. I mean the number of new buildings to be completed during the year 1907?

Mr. LUDLOW. That is this year's appropriation. The estimate for 1907 is \$495,400.

Mr. SULLIVAN. That is on account of the \$40,000 for Seattle?

Mr. LUDLOW. Yes, sir. I think that was omitted from the former estimate because it was not known that the building would be completed during the fiscal year.

Mr. TAYLOR. On page 50 I notice in brackets this language: "And in buildings rented by the United States." That means the language is to be stricken out. Do you want that language stricken out, and why should it be stricken out?

Mr. LUDLOW. I do not think we put that in. One of the committees put that in last year.

The CHAIRMAN. Was it not on account of the renting of certain buildings in Rome, Ga., and some other place?

Mr. LUDLOW. Atlanta. We had to move the offices out into rented quarters.

Mr. TAYLOR. Is there any necessity for this language to remain in the bill.

Mr. LUDLOW. I think it should remain in the bill.

The CHAIRMAN. Your estimate recommends that this language be omitted this year?

Mr. LUDLOW. I guess we copied the old estimates, and that is the reason. It was put in by the Senate last year. It never was in the bill before last year, and I expect the Department copied the language of an old estimate.

The CHAIRMAN. Copied the language of the appropriation for the year 1905?

Mr. LUDLOW. Yes, sir; after the amendment was put in we copied the original estimate.

The CHAIRMAN. How do you arrive at this amount, Mr. Ludlow, as being necessary for the next fiscal year?

Mr. LUDLOW. On the experience of the past year and on the expansion of the service, particularly the post-office, which we estimate will take 60 per cent of this appropriation.

The CHAIRMAN. Do you get any reports from the custodians of these buildings prior to submitting your estimates—reports as to what will be required during the next fiscal year?

Mr. LUDLOW. No, sir. That would be almost impracticable, because they do not know. Of the \$495,400, \$245,400 is for new buildings that are to be—

The CHAIRMAN. The furniture for the new buildings that are to be completed during the next fiscal year?

Mr. LUDLOW. Yes, sir; \$245,400. That means \$250,000 for other supplies.

The CHAIRMAN. How much was expended for repairs during the fiscal year 1905?

Mr. LUDLOW. I can not state. However, when I was here concerning the deficiency appropriation I made the remark that the repairs were about 10 per cent, and I verified that after I got back to the Department. That is as near as we can figure it. You see the repairs are made at the place where the building is located.

Mr. TAYLOR. Do you know how that compares with the large buildings owned by private individuals?

Mr. LUDLOW. No, sir. In the large buildings we have a skilled workman who is a cabinetmaker, and he makes the repairs.

Mr. TAYLOR. But the salaries of your own employees are a part of the cost?

Mr. LUDLOW. Yes, sir; but they are not salaried according to the abilities. We might have a plumber or a watchman, and those people make the minor repairs. He is not rated as a cabinetmaker or a repairer of furniture, but he is a watchman and does that in connection with his other duties. In the larger buildings like Chicago, San Francisco, Salt Lake, and Indianapolis, we have got to have skilled workmen to take care of things of that character.

The CHAIRMAN. What did you say the amount for repairs would aggregate during the fiscal year, 10 per cent of the total appropriation?

Mr. LUDLOW. That is as near as we can approximate.

The CHAIRMAN. Ten per cent of what?

Mr. LUDLOW. Of the balance of the appropriation, \$250,000. The post-office service is increasing, as you know, immeasurably. They are adding rural carriers and city carriers, and for every one of them we have to put up a distributing cage, which costs considerable money. Each individual has to be supplied with a case running from 70 to 150 pigeon holes, and as near as we can figure it 60 per cent of the increased cost of furniture is for the Post-Office Department.

### FUEL, LIGHTS, AND WATER, PUBLIC BUILDINGS.

The CHAIRMAN. The next item is on page 51, "Fuel, lights, and water for public buildings, \$1,243,520." You have a deficiency in that appropriation for the current year?

Mr. LUDLOW. We asked for one, but Congress declined to give it to us, and we are trying to keep within the appropriation, and I think we will. Of course it is a pretty hard strain.

Mr. SULLIVAN. Do you postpone the work?

Mr. LUDLOW. We postpone everything we can until after the end of the fiscal year.

The CHAIRMAN. The estimate is \$143,500 in addition to the current appropriation?

Mr. LUDLOW. Of this appropriation for the old buildings we estimate \$1,175,000, and for the 30 new buildings it amounts to about \$68,520. We can not tell exactly. We have to take a building of a similar size and estimate for the new building on that, because we can not tell exactly what it is going to cost. We can not tell how much



fuel is going to be required to a nicety, how much electric current, or anything of that character.

The CHAIRMAN. Can you give us the number of buildings that were supplied with the various articles included under this head of "Fuel, lights, and water" for 1905?

Mr. LUDLOW. I have not the figures with me.

The CHAIRMAN. Can you furnish a statement of the number of buildings to which this appropriation was applicable during the fiscal year 1905, and also whether or not there was any portion of it turned back into the Treasury? I see you had no deficiency in 1905?

Mr. LUDLOW. I will supply that information. I was going to ask for an additional appropriation under this heading. In previous years where there has been a surplus we have used that for rewiring an old building or installing wires in a new building or making betterments in wiring facilities. In the six years from 1900 to 1905, 62 buildings were wired or rewired at a total expenditure of \$377,000, an average of \$62,000 a year. The last year we did not do anything scarcely and this year I have a list of a number of buildings which it would be economy for the Government to rewire or wire so that we could use electric current, but I am almost afraid to say anything about it.

The CHAIRMAN. What do you estimate the cost would be?

Mr. LUDLOW. Eighty-four thousand dollars.

The CHAIRMAN. In addition to this appropriation?

Mr. LUDLOW. Yes, sir.

The CHAIRMAN. Wherein would the economy result?

Mr. LUDLOW. In the difference between the cost of gas in many instances where we can not use electric current, where the buildings are not wired for electric light, but piped for gas. We have one building at Rochester, N. Y., and we had a complaint the other day. The wires are overcharged all the time, and are constantly being broken—I have not that in this list—on account of the overcharging of the wires by the electric current necessary to supply the light.

The CHAIRMAN. When was that building wired?

Mr. LUDLOW. Years ago; when it was built.

The CHAIRMAN. The wires are not heavy enough to carry the current?

Mr. LUDLOW. To light the building.

Mr. SULLIVAN. The building has not increased in size?

Mr. LUDLOW. No, sir; but the business has. That is where the furniture comes in. We put up a new case, and we have to light it and extend the wiring.

Mr. SULLIVAN. You need more current?

Mr. LUDLOW. The present wires will not carry the current to give sufficient light.

Mr. SULLIVAN. There was no way to estimate the size of the wires in the beginning?

Mr. LUDLOW. No, sir.

Mr. SULLIVAN. But as the necessity for light grew they tried to carry the current along on the same wires?

Mr. LUDLOW. Yes, sir.

The CHAIRMAN. Are not the wires in the new buildings put in in anticipation of the maximum amount required?

Mr. LUDLOW. Yes, sir; but these are the old buildings.

The CHAIRMAN. You can submit that statement?

Mr. LUDLOW. This is only a memorandum I had prepared within a day or two. I did not expect to be called before this committee so soon as I have been, but I will furnish a statement.

Mr. SULLIVAN. You will also please give the list of employees and the salaries?

Mr. LUDLOW. Yes, sir.

[Memorandum for Hon. James A. Tawney.]

Supplementing the statement made by me while before the Committee on Appropriations, I have the honor to submit the following information:

*General inspector of supplies for public buildings.*—This position was created by Congress in 1898, in compliance with a request contained in Department letter of March 21, 1898.

*Inspector of furniture and other furnishings.*—This position was created in the sundry civil act of July 7, 1884, the salary being fixed at \$3,000 per annum with an allowance of \$2,000 for expenses. The salary was reduced to \$2,500 in 1898.

*Fire-alarm system, Treasury Department.*—The installation of this system was authorized by a joint resolution of Congress dated March 3, 1891. The proposal of the National Automatic Fire Alarm Company, in the sum of \$7,300, included service for the fiscal year ending June 30, 1892. The service was discontinued June 30, 1894, but was resumed on July 1, 1898, and has been continued since that time.

No other Executive Department has an automatic alarm system, but it is understood that a complete system, similar to the one in the Treasury, is now being installed in the St. Elizabeth Hospital for the Insane.

*Number of public buildings occupied, year 1905.*—At the beginning of the fiscal year 1905 there were 316 buildings completed and occupied, while at the close of the year the number of such buildings had increased to 349.

*Balances to credit of appropriations, fiscal year 1905.*

Furniture and repairs of same for public buildings.....	\$142. 57.
Fuel, lights, and water for public buildings.....	No balance.
Pay of assistant custodians and janitors.....	4, 323. 64
Contingent expenses, Treasury Department:	
Newspapers and books.....	No balance.
Investigation of accounts and traveling expenses.....	18. 10
Freight, telegrams, etc.....	579. 03
Rent.....	5, 787. 63
Horses, wagons, etc.....	No balance.
Ice.....	90. 68
File holders and cases.....	1. 50
Fuel, etc.....	. 64
Gas, etc.....	No balance.
Carpets and repairs.....	No balance.
Furniture, etc.....	4. 75
Miscellaneous items.....	No balance.
Numbering, adding, and other machines, Treasury Department.....	5. 00
Fire-alarm system, Treasury Department.....	No balance.
Shelving and transferring records, etc., Treasury Department.....	. 06
Treasury building, Washington, D. C.....	No balance.
General inspector of supplies (expenses).....	719. 81
Inspector of furniture, etc. (expenses).....	156. 60

There are still various claims outstanding against some of the above appropriations. The balances of appropriations are not turned into the Treasury until the expiration of two years from the fiscal year of the appropriation.

*"Wiring and rewiring public buildings."*—In connection with the inquiry made by you as to the advisability of wiring or rewiring certain public buildings, I attach hereto a memorandum showing the advisability of such action on the part of the Government, and indicating the buildings where this work could be done to advantage, the estimate submitted by this office not contemplating the performance of any such work.

W. W. LUDLOW,  
Chief Clerk Treasury Department.

<sup>a</sup> The balance remaining to the credit of "Rent," 1905, was due to the fact that the additional floor in the Union Building, as well as other quarters deemed necessary when the estimate was made, were not required during that year.

[Memorandum for Hon. James A. Tawney.]

During the six fiscal years 1900 to 1905, inclusive, 62 buildings were wired or rewired, and new electric light plants, or extensions thereto, installed in certain buildings, at a total expenditure of \$377,163, or an average cost of \$62,860 per year.

The insufficiency of the appropriation "Fuel, lights, and water for public buildings," for the present fiscal year, has resulted in excluding practically all further expenditure for the maintenance and betterment of lighting facilities (the wiring of one building only having been authorized thus far), and consequently the lighting equipment in a number of buildings has become so inadequate and unsatisfactory as to be the frequent cause of complaint on the part of the occupants, and to create, in many instances, an actual fire hazard by reason of defective and overloaded electrical circuits.

Improvements to the lighting systems are necessary in the buildings named below, and for reasons set forth in detail with respect to each building.

While the maintenance and betterment of the lighting equipment in the buildings herein enumerated, averaging twenty-one years in age, is essential to their proper upkeep, the application of the more modern systems of illumination, and the stimulation of competition between gas and electric companies in cases where the use of electricity is now precluded by the lack of electrical wiring, will result in a material saving in the annual cost of lighting which, in the light of the experience of the Department, will alone justify the expenditures necessitated therefor.

## LIST OF BUILDINGS.

*Abingdon, Va., court-house and post-office.*—Lighted by electricity at a cost of \$1,080 for the fiscal year 1905. The wiring is obsolete, and circuits overloaded are the cause of frequent complaints by custodian of building. Number of lights in building, 200.

*Albany, N. Y., custom-house.*—Lighted by gas at a cost of \$4,722 for the fiscal year 1905. The building is wired, but wiring equipment obsolete and unserviceable. The present cost of lighting is deemed excessive, and rewiring of building will secure competition in rates which will operate, in conjunction with modern fixtures, to reduce the cost of lighting. The size, location, and age of this building, together with complaints as to the present unsatisfactory service, and the probable economies which will be effected by a new system of lighting, all combine to make this case an urgent one. Number of lights, 750.

*Austin, Tex., court-house and post-office.*—The building is lighted by electricity at a cost of \$459 for the fiscal year 1905. The wiring equipment is now obsolete in character and workmanship, which results at present in fire hazard and frequent complaints, especially by the postal authorities, who allege faulty distribution of light, which is further aggravated by overcrowded conditions. Number of lights, 250.

*Brownsville, Tex., custom-house.*—The building is lighted by a gas machine and is not wired. The present lighting service is very unsatisfactory. Recent proposals for electric-light current show that this latter service could be economically procured. Number of lights, 130.

*Carro, Ill., custom-house.*—The building is only partially wired for electricity, eight electric lamps being at present installed. The cost of lighting service for the fiscal year 1905 was \$431. The gas fixtures are of an antiquated type and have frequently been reported to be in a leaky condition. The competition in lighting rates and improvement of the present antiquated equipment, which would be secured by the installation of a modern wiring system, would result in economy and efficiency of the lighting service. Number of lights, 250.

*Carm City, Nev., court-house and post-office.*—The building is not wired. The cost of lighting service for the fiscal year 1905, \$831. The lighting service is confined at present to the exclusive use of gas at the rate of \$3 per 1,000 cubic feet. The wiring of this building is considered advisable in order to secure economy in operation. Local electric companies desire to bid for lighting service but are now precluded from doing so. Number of lights, 300.

*Chester, Pa., post-office.*—The building is not wired, but conduits for electric wires were installed in course of construction of building. Gas is used exclusively at a cost of \$500 for the fiscal year 1905. The present cost of gas is considered excessive and has been the subject of reports from the custodian and agents of this Department. The wiring of the building will establish competition in lighting rates and will thus operate to reduce the cost of the lighting service. Number of lights, 175.

*Danville, Va., court-house and post-office.*—The building is partially wired, two electric lamps only being in place. The cost of lighting by use of gas for fiscal year 1905, \$252. The unsatisfactory character of the gas service makes it advisable to

complete the wiring system by the installation of modern fixtures. Complaints have been made by the officials of the court concerning the poor lighting facilities in this building. Number of lights, 200.

*Frankfort, Ky., court-house and post-office.*—The building is lighted by use of gas exclusively, at a cost of \$412 for fiscal year 1905. The present cost of gas is \$1.75 net per thousand cubic feet. At rates which have been proposed for electricity the lighting service upon the installation of a modern electrical system with new fixtures would be more economical. The present gas fixtures are in a very dilapidated condition. Number of lights, 65.

*Grand Rapids, Mich., court-house and post-office.*—The building is partially wired and the lighting service is a combination of gas and electricity, at a cost of \$1,870 for the fiscal year 1905. The wiring at present in the building has been reported by agents of this Department to be the most obsolete and unworkmanlike at present installed in any Government building, and such system is not only defective as compared with modern requirements, but constitutes at all times a most serious fire hazard. The present condition of lighting in this building has been the cause of serious complaints by the postal authorities. All these facts would seem to make this case one requiring prompt attention. Number of lights, 425.

*Haverhill, Mass., post-office.*—The building is lighted by the use of gas exclusively, at a cost of \$312 for fiscal year 1905. The building is not wired for electricity. The present gas-lighting service has been represented to be very poor and inadequate. The building should be wired to secure a satisfactory service and in order to establish competition in lighting rates. Number of lights, 150.

*Lafayette, Ind., post-office.*—The building is lighted by the use of gas almost exclusively. The building is not wired, and only one electric lamp is now in use. The published rates of local electric lighting company would seem to indicate that the use of electric current would be more economical than that of gas, the cost of which for the fiscal year 1905 was \$789. Number of lights, 175.

*Manchester, N. H., court-house and post-office.*—The building is at present lighted by gas exclusively, at a cost of \$642 for the fiscal year 1905. The wiring in place is obsolete in character. The gas furnished is reported by the postmaster to be unsatisfactory in the winter season, and has been the cause of frequent complaints to this office. The installation of new and modern fixtures is necessary in order to secure satisfactory and efficient service, and the rewiring of this building will establish a competition in lighting rates which will be advantageous to the Government. The improvements suggested are urgent. Number of lights, 375.

*Martinsburg, W. Va., court-house and post-office.*—Gas is used exclusively for lighting purposes, at a cost of \$314 for the fiscal year 1905. The building is not wired for electricity. The present cost of gas is \$1.60 net per thousand cubic feet, and the service uncertain and inadequate to the needs of the building, frequent recourse being had to the use of kerosene, owing to the failure of the gas supply. Wiring of the building will not only avoid frequent complaints due to the interruption of the present gas supply, but will secure to the Government the advantages of competition in lighting rates. Number of lights, 300.

*Montpelier, Vt., court-house and post-office.*—Building is lighted by the combined use of gas and electricity, at a cost of \$467 for the fiscal year 1905. The electrical service is now being served by a system, temporary in character, unsightly in appearance, improvised in construction, and very hazardous in operation. The exclusive use of electricity, if the building were wired and equipped with new and modern fixtures, would not only give satisfactory and safe service, but would be cheaper than the present combined method of lighting. Number of lights, 280.

*Pawtucket, R. I., post-office.*—Building is lighted by the use of gas exclusively, at a cost of \$217 for the fiscal year 1905. The building has not been wired for electricity. The present distribution of light is unsatisfactory in character, and the lack of competition in lighting rates renders advisable the installation of a modern wiring system with a rearrangement of the fixtures to secure greater and better distribution of light. Number of lights, 150.

*Raleigh, N. C., court-house and post-office.*—Building is lighted by the combined use of gas and electricity, at a cost of \$1,244 for the fiscal year 1905. The public patrons of the post-office have complained to the agents of this Department through the postmaster in reference to the inadequate lighting facilities in the public corridors of this building. The importance of the building, located in the capital of the State, and the present unsatisfactory condition of the lighting facilities would justify the introduction of a modern system of illumination. Number of lights, 450.

*San Francisco, Cal., appraisers' stores.*—Building is wired and lighted by electricity at a cost of \$3,058 for the fiscal year 1905. The system is antiquated and worn out, which calls for frequent and excessive expenditures for repairs and maintenance.

The present unsatisfactory lighting service is the cause of frequent complaints, and the replacement of the present wiring system in the near future is absolutely necessary in order to secure an adequate and safe lighting service. Other recent improvements in this building made under the supervision of the Supervising Architect, as well as the importance of the work of the customs department in this building, make prompt action in this case advisable. Number of lights, 1,500.

*Stout Falls, S. Dak., court-house and post-office.*—Building is lighted by the use of gas exclusively, at a cost of \$661 for the fiscal year 1905. The building is not wired for electricity. At present cost of gas of \$1.60 net per 1,000 cubic feet it is believed that the use of electric current will operate with greater economy by resulting in establishing a competition in lighting rates, and the consequent improvement in the lighting facilities which will be secured by the installation of a modern system of wiring in the building. Number of lights, 350.

*Troy, N. Y., court-house and post-office.*—Building is lighted by the use of gas exclusively, with the exception of two arc lamps, at a cost of \$1,619 for the fiscal year 1905. The building has been conduited for electrical service, but no interior wiring system has been installed. The present cost of lighting is deemed to be excessive, owing to its faulty distribution, and this condition would be remedied by the introduction of a modern electric-lighting equipment, which would result in a sufficient saving to justify the cost of the proposed improvement. Number of lights, 87.

*Wichita, Kans., court-house and post-office.*—Building is lighted by the use of gas exclusively and is not wired. Complaint has been made that the gas service is very unsatisfactory and has often failed entirely, when recourse was had to the use of gasoline lamps, a dangerous, as well as an unsatisfactory, expedient in lighting a public building. The use of electric current will secure greater economy at the rates at which electricity has been offered by the local companies. This case is considered exceedingly meritorious. Number of lights, 500.

W. W. LUDLOW, *Chief Clerk.*

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SATURDAY, April 21, 1906.

## LANDS AND OTHER PROPERTY OF THE UNITED STATES.

### STATEMENT OF MR. LOUIS JORDAN, CHIEF MISCELLANEOUS DIVISION.

The CHAIRMAN. You have charge of the appropriation under "Lands and other property of the United States," on page 55 of the bill?

Mr. JORDAN. Yes, sir.

The CHAIRMAN. What is that service?

Mr. JORDAN. Those are lands that are acquired by the United States through judgment. The lands are in charge of the Solicitor of the Treasury, but he can not sell them without the approval of the Secretary of the Treasury. This appropriation is to pay the expenses of the sale of those lands, and sometimes it occurs that the lands which are bought in on execution have liens on them for taxes, etc., incurred before the United States obtained the judgment. This appropriation is used to pay the liens, the auctioneer fees, and things of that kind.

The CHAIRMAN. Was the appropriation for 1905 all expended?

Mr. JORDAN. No; it was not. There was one claim of \$197,000 that we could not tell much about. There may be claims requiring nearly the whole of this appropriation, and they may require very little of this appropriation. So far this fiscal year we have expended only about ninety-odd dollars.

The CHAIRMAN. It is for the purpose of paying liens on property acquired by the United States through judgment which liens existed prior and at the time the judgment was obtained?

Mr. JORDAN. Yes, sir.

The CHAIRMAN. And which payments must be made in order to give the Government a clear title to the property?

Mr. JORDAN. Yes, sir; and then for auctioneer fees and for advertising the property. The old law requires the property to be advertised three months, which is entirely too long, and that sometimes is very expensive. That law ought to be changed. We had some lands in Alabama, and the description was very long, taking nearly a column in the newspaper. That had to be advertised three months, under the law.

The CHAIRMAN. Does the law specify how often during the three months the land should be advertised?

Mr. JORDAN. Each week.

The CHAIRMAN. Once each week?

Mr. JORDAN. Yes, sir; that is my recollection. That law ought to be changed so that the lands could be sold upon shorter notice.

The CHAIRMAN. This is the only item in the bill in which you are concerned?

Mr. JORDAN. Yes, sir. The act itself specifies all the various purposes for which the fund is to be used.

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FRIDAY, April 13, 1906.

## MARINE HOSPITALS.

(See also p. 240.)

**STATEMENT OF DR. WALTER WYMAN, SUPERVISING SURGEON-GENERAL, BUREAU OF PUBLIC HEALTH AND MARINE-HOSPITAL SERVICE, ACCOMPANIED BY MR. H. P. HUDDLESON AND DR. A. H. GLENNAN.**

### KEY WEST, FLA.

The CHAIRMAN. The first item, Doctor, is on page 17 of the bill before you.

Doctor WYMAN. For improvement of breakwater, Key West, Fla., \$5,000.

The CHAIRMAN. That is a new item?

Doctor WYMAN. Yes, sir.

The CHAIRMAN. Explain to the committee, Doctor, the necessity for it.

Doctor WYMAN. We have a marine hospital at Key West, and the breakwater surrounds the sea side of it. The north and south ends of the breakwater do not inclose the proper or legal limits of the reservation. The west front of breakwater has cracked in places and has been temporarily repaired by filling cracks with cement.

The extension at south end is necessary, so that the isolation ward may be placed on solid ground. It is now supported on piles.

The CHAIRMAN. Is this the first time you have asked for it?

Doctor WYMAN. We have asked for it before, in the estimates for 1905 and 1906.

The CHAIRMAN. How long ago was it washed away?

Mr. HUDDLESON. It has been several months. I could not say just exactly. Not washed away, but cracked in several places, leaving crevices that must be repaired to prevent further damage.

Doctor WYMAN. Here is a note upon it.

The present breakwater does not inclose the reservation at the north and south ends. The space is much needed. The isolation ward is now supported on piles. It is proposed to extend the breakwater to the lines of reservation, fill with sand, and repair the breakwater, which is reported to be cracked and leaking. The breakwater is constructed of concrete.

The CHAIRMAN. How high is the breakwater?

Doctor WYMAN. Three or 4 feet above water level.

The CHAIRMAN. How deep do you have to go for foundation?

Doctor WYMAN. It is shoal water there.

The CHAIRMAN. There seems to be 314 feet of breakwater to be built, and you estimate that that would cost \$5,000?

Doctor WYMAN. Yes, sir; for the whole cost of improvement.

The CHAIRMAN. Who made this estimate?

Doctor WYMAN. It was made by the officer in charge of the station, revised by an expert in the Bureau.

The CHAIRMAN. What material do you contemplate building it out of?

Mr. HUDDLESON. Rock foundation, with concrete top.

The CHAIRMAN. What they call reenforced concrete?

Mr. HUDDLESON. Yes, sir. That is my understanding of it.

Mr. SMITH. You do not mean there is any heavy iron or steel in this, do you?

Mr. HUDDLESON. No, sir.

Mr. SMITH. I understood reenforced concrete is concrete reenforced by steel rods. Do you not think it would be best to abandon this breakwater down here altogether?

Doctor WYMAN. No, sir. It protects the property there. This is rather an old chart [indicating chart].

The CHAIRMAN. I see this was made January 20, 1901.

Doctor WYMAN. That is an old one that I picked up, simply to show you an idea of the hospital.

The CHAIRMAN. This would indicate that the estimate was made long ago.

Doctor WYMAN. Yes, sir.

The CHAIRMAN. What part of the breakwater has recently fallen down?

Doctor WYMAN. It has been deteriorating in various places.

The CHAIRMAN. What is that breakwater composed of now?

Doctor WYMAN. It is of concrete.

The CHAIRMAN. It has been there how long?

Doctor WYMAN. A good many years.

The CHAIRMAN. How long has the hospital building been there?

Doctor WYMAN. A good many years; since 1845. I can have a little plainer draft made of this and send it to you.

Mr. SMITH. Would you be willing to make such inquiries as to find out if there are any projects now pending there to reclaim additional land?

Doctor WYMAN. Yes, sir.

Mr. SULLIVAN. Find out the depth of the breakwater also, so that we can know the total number of feet of construction.

The CHAIRMAN. This is Eaton street, extending down beyond the point where you propose to build this breakwater?

Doctor WYMAN. Yes.

The CHAIRMAN. Who owns this land in here [indicating]?

Doctor WYMAN. We own it. The water comes up around there [indicating].

The CHAIRMAN. Are you now using this land for any purpose?

Doctor WYMAN. No.

The CHAIRMAN. Is the use of this land necessary?

Doctor WYMAN. It adds to the area of the reservation, and it will probably be necessary in putting on other buildings for hospital attendants or something of that kind. At any rate, it will protect what the Government now owns.

The CHAIRMAN. But if the Government has no use for it, is there any necessity of extending the breakwater for the purpose of protecting that which is useless?

Doctor WYMAN. It would add to the area of the reservation, which is very desirable.

The CHAIRMAN. If you can give us any information as to what part of this breakwater has fallen or what repairs are necessary, we would be glad.

Doctor WYMAN. I will, and I will send you a better sketch.

The CHAIRMAN. If you have any information about this since 1901, we would like to have it.

Mr. SMITH. I would like to know if this project ever existed to reclaim additional land and build the breakwater farther out, and if so, whether it has been finally abandoned, because we do not want to spend money on this breakwater if you are going to build another one outside of it later on.

NEW YORK, N. Y.

(See also p. 242.)

The CHAIRMAN. The next item is New York Marine Hospital: For improvement of fences, roadways, and walks, \$10,000.

Doctor WYMAN. That is the hospital on Staten Island which we have bought.

The CHAIRMAN. What information can you give the committee, Doctor, as to the necessity for this improvement?

Doctor WYMAN. This is an old hospital that we bought from the Marine Society of New York. It is about 50 years old. It needs a general overhauling; in fact, almost rebuilding, inside at least.

The CHAIRMAN. You could not make any repairs on the hospital itself from this appropriation of \$10,000? This is for improvement of fencing and roadways and walks.

Doctor WYMAN. The Secretary was willing to allow this much to go in. We have there about 500 feet front, and the fences are breaking down and are unsightly. The roadways are worn out.

The CHAIRMAN. Do these fences constitute the inclosure around the hospital and grounds?

Doctor WYMAN. Yes, sir; around the grounds.

The CHAIRMAN. How extensive are they?

Doctor WYMAN. We have a front of 500 feet, running back, I suppose, a thousand feet. The fences are mere wooden fences that we



acquired with the property, and they are not in keeping with the surrounding properties; and what is more, they are not strong enough to serve their purpose and keep people out.

The CHAIRMAN. What is the necessity of having any fence at all? What public purpose does it serve?

Doctor WYMAN. I will admit that I do not believe much in fences myself, but this is exceptional there. It is right on the main road, which runs along the shore, and is between two busy little towns on Staten Island—Stapleton and Clifton—and all the traffic along that coast goes along in front of the hospital. This fence is on that road, and it is necessary to have it there in order to keep people off the reservation.

Mr. SULLIVAN. That is, on the 500-foot part—the front?

Doctor WYMAN. Yes; and on the other side, too. We have had a great deal of trouble there.

The CHAIRMAN. Is there a fence in the rear of the hospital?

Doctor WYMAN. Yes, sir.

The CHAIRMAN. Is there a road running along the rear of the hospital?

Doctor WYMAN. No, sir; no road, but there is an open territory there that is much used by tramps and others, and it is necessary to have a fence surrounding the whole reservation in order to protect it and keep people out.

The CHAIRMAN. To keep trespassers off?

Doctor WYMAN. Yes, sir.

The CHAIRMAN. And it is a wooden fence now?

Doctor WYMAN. Yes, sir.

The CHAIRMAN. What kind of a fence do you hope to build?

Doctor WYMAN. We hope to build an iron fence in front and an iron post and wire fence on the south side.

The CHAIRMAN. What is the estimate for completing that work?

Doctor WYMAN. We have not estimated the cost of that.

The CHAIRMAN. How do you know what amount is necessary if you have not estimated for it?

Doctor WYMAN. We got that from the officer who made the estimate.

Mr. SULLIVAN. Have you an estimate on the improvement of roads and walks?

Doctor WYMAN. Not specifically.

The CHAIRMAN. How extensive a roadway do you intend to build?

Doctor WYMAN. There is one principal roadway proceeding from the center of the front of the reservation up to the hospital. That is now covered with cinders and washes with every rain.

The CHAIRMAN. How long is that road?

Doctor WYMAN. I suppose about 500 feet.

The CHAIRMAN. Does the hospital sit back from the main road 500 feet?

Doctor WYMAN. Yes, sir.

The CHAIRMAN. This is a roadway as well as a walk?

Doctor WYMAN. Yes, sir. There ought to be a good road there, because the coal and all our supplies are brought up on that road.

Mr. TAYLOR. What material would you use for the walk?

Doctor WYMAN. I suppose stone paving.

Mr. TAYLOR. That is the roadway. Of what do you intend to make the walk?

Doctor WYMAN. The walks are of flagstone at present, and I suppose they would be the same when repaired, or of concrete.

The CHAIRMAN. Has the officer in charge of the hospital submitted a detailed estimate of the cost of improvements and fences and roadways and walks, showing what materials are intended to be used, and what the cost will be per square yard or square foot to make that improvement?

Doctor WYMAN. I do not think he has submitted that much of a detailed estimate.

The CHAIRMAN. How do you know, then, that this amount is necessary? How can we ascertain without having some detailed information?

Doctor WYMAN. His estimate is backed up by an estimate of our expert, who has visited the place.

The CHAIRMAN. Do you not require any detailed estimate to be submitted to you in connection with these estimates before submitting them to Congress, so that you can pass an intelligent judgment upon the reasonable correctness of the estimates?

Doctor WYMAN. Yes; I can furnish you with all those details. I have not brought them with me.

Mr. SULLIVAN. I suppose, General, if it should cost, say, \$3,000 for repairing the roadways and walks and constructing the wooden fences around three sides of the reservation that the man in charge could very easily spend the balance—whatever it might happen to be—on an iron fence of 500 feet frontage? Whether it was a six-hundred-dollar balance or a one-thousand-dollar balance he could expend it to fit the appropriation without much trouble?

The CHAIRMAN. You see, Doctor, when we go into the House with an item of this kind and are interrogated as to the basis of our judgment in recommending that amount, and can only say that we base our judgment on the judgment of the man in charge of the marine hospital; they may go back farther than that and find he has based his estimate on the opinion of the man in charge of the immediate place in question without any detailed estimate of the cost, and it does not give us a great deal of information.

Doctor WYMAN. Will you permit me to send in those estimates?

The CHAIRMAN. Certainly. We will be very glad to have you do it.

Doctor WYMAN. I asked for quite a number of items under marine hospitals and they were stricken out by the Secretary, and only these two were left; and in coming over this morning I had other matters more particularly in mind than those, and in my office are all these items that are necessary, and I would like to have the privilege of submitting them.

The CHAIRMAN. We would not only give you the privilege, but would exact from you that you give us that information.

Mr. SMITH. What kind of a road is this outside the main fence?

Doctor WYMAN. It is a regular street.

Mr. SMITH. How is it paved; macadam? or is it paved at all?

Doctor WYMAN. I think it is a macadamized street, though it may be asphalt. It is a good village street.

The CHAIRMAN. That is practically all you intend to build up to the hospital—a macadam road—is it not?

Doctor WYMAN. Yes, sir; or, possibly, a paved road.

## QUARANTINE STATIONS.

(See also p. 245.)

## BISCAYNE BAY, FLORIDA.

(See also p. 245.)

The CHAIRMAN. The next item is under quarantine stations: Biscayne Bay quarantine station; for new launch, \$3,500. Have you a launch at this quarantine station now?

Doctor WYMAN. We have a launch that we bought from the State of Florida at the time we took over the quarantine. It is entirely worn out, and we need a new launch there. That is at Miami, Biscayne Bay, on the east coast of Florida.

The CHAIRMAN. It is necessary to have a launch in connection with the service at that station?

Doctor WYMAN. Yes, sir; it is very necessary.

Mr. SMITH. Where do you say this quarantine station is? With my old geography I do not locate it.

Doctor WYMAN. It is away down on the east coast of Florida. There is a new line of steamers running in there now from Habana, and another one from Nassau.

The CHAIRMAN. What information have you, Doctor, as to the amount here stated to be necessary for the purchase of that launch?

Doctor WYMAN. That is about the average cost. We have bought a good many launches in the last few years, and this is about the average price.

The CHAIRMAN. What is the supposed capacity of that launch? How many people would it accommodate?

Doctor WYMAN. I suppose it would carry quite a number of people; but its function is not so much to carry a number of people as to go out and board vessels coming in and to carry two or three persons—an engineer, a pilot, and an inspector. It is not for the transportation of people; it is an inspection launch.

The CHAIRMAN. Is it a steam or a gasoline launch?

Doctor WYMAN. A gasoline launch.

Mr. SULLIVAN. There is one on the next page for \$3,000; \$500 less.

Doctor WYMAN. Yes.

Mr. TAYLOR. Where is Boca Grande?

Doctor WYMAN. That is on the west coast of Florida, at the entrance of Charlotte Harbor.

The CHAIRMAN. How many launches have you in the Marine-Hospital Service?

Doctor WYMAN. We have twenty-five or thirty, including those in Porto Rico and the Philippines and in Hawaii.

The CHAIRMAN. Can you inform the committee as to what the horsepower of this proposed launch at Biscayne Bay is to be, or would be necessary?

Doctor WYMAN. No; I can not.

The CHAIRMAN. The price of the launch, you know, is governed entirely by its power and capacity.

Doctor WYMAN. I do not know.

The CHAIRMAN. Do either of you gentlemen know?

Doctor GLENNAN. Sixteen horsepower, and about 36 feet in length.

Mr. SULLIVAN. Is that a stock size?

Doctor GLENNAN. Yes.

Mr. SULLIVAN. Is that the regular price for that stock size?

Doctor GLENNAN. Yes.

Mr. SULLIVAN. Are these bought in competition?

Doctor WYMAN. Yes; under advertisement.

Mr. TAYLOR. Why should you estimate one at \$3,000 and one at \$3,500?

Mr. HUDDLESON. They need a larger one at Miami than at Boca Grande.

Mr. SULLIVAN. There is more business for it there at Miami?

Mr. HUDDLESON. Yes.

Doctor WYMAN. It is a more important station.

Mr. SULLIVAN. It is on the ocean side?

Doctor WYMAN. Yes.

#### BOCA GRANDE, FLA.

(See also p. 245.)

The CHAIRMAN. The next item is Boca Grande quarantine station: For boarding launch, \$3,000. Have you a launch there now?

Doctor WYMAN. We have one that we took over when we bought the State quarantine, but it is now out of service.

The CHAIRMAN. How long has it been out of service, Doctor?

Doctor WYMAN. Very nearly a year. This season it is unserviceable.

The CHAIRMAN. How many people are stationed at Boca Grande quarantine station?

Doctor WYMAN. Only three or four. It is a small station.

The CHAIRMAN. It is located on the west coast of Florida?

Doctor WYMAN. Yes.

The CHAIRMAN. How far up the coast?

Doctor WYMAN. It is about halfway up the coast. It is below Tampa; south of Tampa.

The CHAIRMAN. Is there any considerable amount of commerce and passenger traffic at that point?

Doctor WYMAN. Not so much passenger traffic as there is commerce of a varied character. There is a good deal of fertilizing business there, and the commerce of that section is increasing right along.

Mr. SULLIVAN. The passenger traffic would be at Tampa, I presume?

Doctor WYMAN. Yes.

Mr. SULLIVAN. And you have, of course, a quarantine station and launch there?

Doctor WYMAN. Yes.

Mr. SULLIVAN. And the launch and service at Tampa could not do the service at Boca Grande?

Doctor WYMAN. No, sir.

The CHAIRMAN. Is it not possible at a small station like Boca Grande to hire launches to go out and board vessels?

Doctor WYMAN. No, sir. It is quite an isolated station, and it is not possible to get anything there. We have to have our own outfit.

The CHAIRMAN. There must be very little business at that port.

Doctor WYMAN. A good deal of shipping comes in there. This is

an outlying place. We put our stations in outlying places and positions, you know.

Mr. SULLIVAN. You have to have them on call at any time when a ship comes in? They have certain hours? They do not go out at night? If a ship comes in it must wait for a certain hour in the morning, and the same is true in the afternoon, but during a day the station is liable to be called upon at any time?

Doctor WYMAN. Yes.

SAN FRANCISCO, CAL.

The CHAIRMAN. The next item is under the San Francisco quarantine station; for laundry, ballast cars and track, and improvements to station, \$9,800. What information, Doctor, have you as to the necessity for that improvement, and on what basis is the estimate made?

Doctor WYMAN. We need a new laundry at the San Francisco quarantine station. That is one of the largest quarantine stations in the world. It receives all the traffic from the Orient—from China and Japan and the Hawaiian Islands—and we very frequently have to take off people at that station and take care of them. We want a laundry for the first-cabin passengers, so as not to mix up the laundry of the Chinese and the lower class of people with that of the better class. In fact, we have not got enough laundry facilities as it is.

The CHAIRMAN. What do you estimate as to the cost of the laundry?

Doctor WYMAN. Generally about \$5,000.

Mr. SULLIVAN. Have you received an estimate, General, on that?

Doctor WYMAN. Yes.

The CHAIRMAN. Does the estimate show the size of the laundry?

Doctor WYMAN. I do not know that we have that estimate at all as to the size of the laundry.

The CHAIRMAN. You rely in this item, as in the others, on the judgment of the person who makes the request for the appropriation?

Doctor WYMAN. Yes; backed up by the judgment of an architect that we have in the Bureau.

The CHAIRMAN. You think the data are over there in your office?

Doctor WYMAN. Yes.

The CHAIRMAN. Has he made an estimate for it?

Doctor WYMAN. He has. He has made a memorandum of it.

Mr. SULLIVAN. Then he has received a detailed estimate from San Francisco, has he?

Doctor WYMAN. Yes.

Mr. SULLIVAN. And on that he bases his own memorandum of estimate? Is that the manner of proceeding?

Doctor WYMAN. Yes, sir; sometimes. In this case he has visited this station himself.

Mr. SULLIVAN. And are these items of that estimate "For laundry, ballast cars and track, and improvements to station," all separately estimated for?

Doctor WYMAN. Yes, sir. I do not have that with me. The gentleman who has charge of these quarantine stations did not accompany me. I did not think it was necessary to bring him over, but I can give you the items.

The CHAIRMAN. We would be very glad to have detailed information. Now, ballast cars and track are also included in this item. Do you know how much is to be expended for that purpose?

Doctor WYMAN. I can not give it off hand, but I will give it to you in a note. (See p.—.)

The CHAIRMAN. We would also like to have an estimate of the amount to be expended in improvements. In lumping the appropriations in this way it is necessary that we should be able to know, at least approximately, the estimated amount of each specific item.

#### HONOLULU, HAWAII.

The next item is the Honolulu quarantine station: "For construction of wharf at United States quarantine station, Honolulu, Hawaii. \$50,000 in lieu of \$55,000, and for a runway to connect wharf with the island, \$15,000 instead of \$10,000, under the original limit in the sundry civil act," and so forth.

Mr. TAYLOR. You will find in the document submitted there, Mr. Chairman, that this does not apply to the Doctor. This is a document sent up here from the Supervising Architect. It simply requests a change of language used in the sundry civil act of 1903.

The CHAIRMAN. They want to deduct from the amount appropriated for the building of the wharf a certain amount and apply it to the building of a runway, the amount for which has not been sufficient?

Mr. TAYLOR. It seems to belong to the Supervising Architect, and not to the Surgeon-General, according to this document.

Doctor WYMAN. Yes, sir.

Mr. TAYLOR. Do you know anything about it, Doctor?

Doctor WYMAN. Yes; I know all about it.

Mr. TAYLOR. Go ahead, then.

Doctor WYMAN. For the wharf \$50,000 in lieu of \$55,000, and for the runway \$15,000 instead of \$10,000. They need that difference on the runway instead of the wharf. It does not call for any additional money.

Mr. TAYLOR. It calls merely for a reapportionment of a sum already appropriated?

Doctor WYMAN. Yes.

Mr. TAYLOR. Between the runway and the wharf?

Doctor WYMAN. Yes. The wharf is out in the channel. I have been there and have seen the site, and it requires a long runway to reach over the shallow waters to the station, and they found they could save on the wharf and needed more money on the runway.

Mr. SULLIVAN. Now, in this report of the Supervising Architect there is a statement that "Drawings have therefore been prepared, cheapening the work as much as practicable and more than sound construction warrants, and the proposal obtained is still in excess of the amount available under the act." Does not that indicate to you that by taking a part of the appropriation for the wharf and applying it to the runway it will leave the construction of the wharf unsound?

The CHAIRMAN. I think it is ambiguous. It says here:

I have the honor to state that the original plans prepared for carrying out the work provided for such construction as it was considered would meet the peculiar conditions of the case from an engineering standpoint, and it has been found impossible to construct the runway to connect the wharf with the island for less than \$14,300 in accordance with such plans.

Drawings have therefore been prepared, cheapening the work as much as is practicable and more than sound construction warrants, and the proposal obtained is still in excess of the amount available under the act. I have the honor, therefore, to sug-

gest that the attention of Congress be called to the matter with recommendation that the following item be included in the urgent deficiency bill with the statement that this legislation, if enacted, will not in any way increase the amount appropriated for the entire work, but simply change the apportionments for the runway and wharf.

Mr. TAYLOR. It just takes \$5,000 off the wharf and applies it to the runway.

The CHAIRMAN. It makes available \$15,000 for building the runway, which can not be built safely for less than \$14,300 according to this estimate, and leaves \$50,000 available for the construction of the wharf, and there is no evidence here to show that \$50,000 is not sufficient for the construction of the wharf.

Mr. SULLIVAN. And therefore the words "sound construction" relate to the runway?

The CHAIRMAN. Yes. It is the ambiguity in the letter itself.

## PUBLIC HEALTH AND MARINE-HOSPITAL SERVICE.

(See also p. 249.)

If there is nothing further on that we will go to the next item, on page 56, Public Health and Marine-Hospital Service. There are several items under that heading.

Doctor WYMAN. Now, Mr. Chairman, if I may be permitted, in regard to all these items I wish to say that in submitting my estimate to the Secretary I presented a form modeled after that of the Revenue-Cutter Service, just as the Revenue-Cutter Service is appropriated for. You will remember that this is the first time that this Service will be specifically appropriated for by an act of Congress on the appropriation bills.

The CHAIRMAN. On specific estimates?

Doctor WYMAN. Yes. I spoke to the Secretary about it, and it seems these estimates were put in instead of the phraseology as it should be, following the phraseology as near as could be of the Revenue-Cutter Service. By a mistake, possibly in the warrant division or elsewhere, the phraseology was left off, and the items only were inserted. These items, if they were enacted into law, would not provide for the care of our entire service. They were simply items to show how the total amount asked for was arrived at, and I spoke to the Assistant Secretary about it this morning, Mr. Taylor, and he told me he had no objection at all to my speaking to the committee about it, and suggested that the phraseology be made like that of the Revenue-Cutter Service, and I have drawn it up here [submitting document].

The CHAIRMAN. I want to ask you a few questions as to how your estimates are made up. Do you estimate the specific amounts required for particular branches of the service and then impose upon some subordinate or clerk the duty of phrasing the estimates, following, in case previous estimates have been made, that language of the previous estimate, and do you afterwards, when the estimate is finally made up and submitted to the Secretary of the Treasury, go over it yourself?

Doctor WYMAN. Certainly; I go over it myself.

The CHAIRMAN. Did you do that in this instance?

Doctor WYMAN. I did, and I submitted it in person to the Secretary.

The CHAIRMAN. Where was the final estimate acted upon?

Doctor WYMAN. That is what I do not know. Sometimes I take my estimates down and discuss them with the Secretary, and I leave them

with him. I believe they have a committee that goes over estimates generally, and then they go to the warrant division, and there they get them out for the printer. Greatly to my surprise, this was put in in the form in which you have printed it there instead of the phraseology I wanted to put in. This is simply explanatory. There are certain things which, if enacted in this form, would cut off some of our work. For instance, if this would go this way there is nothing in here to indicate that we have a right to continue the work in our hygienic laboratory.

The CHAIRMAN. Have you more than one copy of that document?

Doctor WYMAN. Yes. I will read it to you.

The CHAIRMAN. No; your reading would not furnish us with what we want.

Mr. HUDDLESON. We can furnish you with more copies.

The CHAIRMAN. We would like to have the copies in order to interrogate the Doctor as to the amount estimated. This is entirely new, providing for the Marine-Hospital Service on specific estimates, and it is important that we should go through it pretty carefully, because it would become a precedent for all future appropriations.

Mr. SMITH. Have you three copies of it, Doctor?

Doctor WYMAN. Yes.

Mr. SMITH. Suppose you give one to the chairman and one to Mr. Taylor, and Mr. Sullivan and I can get along with one.

The CHAIRMAN. We might postpone these items until we have a chance to look them over. Suppose we do that, Doctor, and have you return here sometime next week, and we will take it up with you.

Doctor WYMAN. Very well.

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WEDNESDAY, April 25, 1906.

#### MARINE HOSPITALS—Continued.

#### STATEMENT OF DR. WALTER WYMAN, SUPERVISING SURGEON-GENERAL PUBLIC HEALTH AND MARINE-HOSPITAL SERVICE. ACCOMPANIED BY DR. A. H. GLENNAN, ASSISTANT SURGEON. AND MR. H. P. HUDDLESON, ACCOUNTANT.

The CHAIRMAN. Doctor, your estimates in this bill, to which your attention was previously directed, are on pages 17 and 56.

Doctor WYMAN. Previous to that, Mr. Chairman, I have some additional items about the marine hospitals at Key West and New York, and I can leave the memorandum with you or read it, just as you prefer. I have a statement in great detail concerning that.

#### KEY WEST, FLA.

The CHAIRMAN. The first item relating to your Service is a new item there, on page 17: "Key West, Fla., marine hospital, for improvements to breakwater, \$5,000." At the last hearing you were not able to give us the detailed information upon which this item is based, and the hearing was continued in order to give you the opportunity to get that information.



Doctor WYMAN. Yes, sir. The marine hospital at Key West was built in 1845. The grounds cover about 1 acre. The rear of building is toward the sea. The breakwater was begun in 1873, being simply loose rocks placed there by the officer in charge. In 1886 the present breakwater was constructed, of concrete, along the sea front of the lot, but not including the north and south ends of the reservation.

This breakwater, built about twenty years ago, is now reported as being cracked in several places and bulging out in consequence, evidently moving on its footing, permitting the sand filling back of the breakwater to wash out. Consequently there is a gradual sinking of the ground for a space of 30 feet. It is proposed to repair the breaks and at the same time construct a new breakwater 32 feet beyond the old one and fill in with sand from the sea; at the same time to extend this new breakwater so as to thoroughly include protection to the south and north ends of the reservation.

In this manner the area of the reservation will be increased and the isolation ward, constructed in 1893, which is now on piles, will be set on solid foundation. The necessity of this new breakwater is further shown by the fact that in storms the water washes over the present breakwater, reaching the hospital buildings, which are 40 feet back of the breakwater. The proposed new breakwater will be 791 feet in length, 581 feet of which are included in the sea front wall and the remainder includes the two ends. It is proposed to make this wall 4 feet thick at the base and 2 feet thick at the top.

Following is the estimate in detail:

ESTIMATE OF COST.

*Repairs to breakwater, marine hospital, Key West, Fla.*

Seven hundred and eighty-one linear feet of wall, 6 feet high and 3 feet average thickness—527 cubic yards of concrete.

Cost of materials at Key West:

Portland cement.....	per barrel.....	\$2. 65
Sand.....	per cubic yard.....	. 30
Stone.....	do.....	1. 50

Estimated cost per cubic yard of wall in place:

Cement.....	3. 00
Sand.....	. 20
Stone.....	1. 50
Iron.....	1. 00
Labor.....	1. 30
Total.....	7. 00

SUMMARY.

527 cubic yards concrete wall, at \$7.....	\$3, 689. 00
5,382 cubic yards sand filling (labor only), at 20 cents.....	1, 176. 00
Grading and sodding.....	135. 00
Total.....	5, 000. 00

Area of land gained, 24,217 square feet.

Mr. SMITH. What is the use of repairing the old wall if you are going to build a new one farther out?

Doctor WYMAN. Just minor repairs, stopping those cracks. We said "repairs to the breakwater" in the estimate, but it is really

more than repairs. It is repairs as it is generally counted in Government work. We will have to fix it up to some extent. We can do it out of this appropriation, possibly, by station labor.

MR. SMITH. I do not understand yet, if you are going to build an entirely new breakwater farther out, what function at all the old one will perform. That is my ignorance, perhaps, but I would like to know about it.

DOCTOR WYMAN. It will have to be made firm in order to meet the conditions and make the whole thing solid from the outer breakwater back. It is really a new breakwater that is wanted.

MR. TAYLOR. You mean a new breakwater on the line of the old breakwater, or a new one farther out?

DOCTOR WYMAN. Farther out. The sinking of the ground just back of the present breakwater 30 feet along the front would require repairing the breakwater and filling in behind to original level; and the old breakwater must be used until the new one is completed.

MR. SULLIVAN. And by filling the sand in between the two breakwaters you reenforce the old?

DOCTOR WYMAN. Yes.

MR. SULLIVAN. You pay \$2.65 per barrel for Portland cement. Is not that an extraordinary price?

DOCTOR WYMAN. I do not think that it is. That estimate has been made up by people who are posted on the price of this material.

MR. SULLIVAN. Do you know what the price of it is in New York or Boston?

DOCTOR WYMAN. No, sir; I do not. The prices are generally higher down there at Key West on account of its isolated position.

THE CHAIRMAN. The Panama Canal Commission say the cement people offer cement to them for how much?

MR. COURTS. They are paying about \$1.70.

MR. TAYLOR. \$1.75 is about right.

MR. COURTS. It is 37 cents less than the domestic price at Colon.

#### NEW YORK, N. Y.

THE CHAIRMAN. Now, we will pass to the next item, "New York marine hospital; for improvement of the fences, roadways, and walks, \$10,000." On this item you were not able to give the committee the details upon which your estimate was based. Have you since obtained those details, Doctor?

DOCTOR WYMAN. Yes, sir. The first item mentioned is fences. The hospital grounds have a front of 510 feet on Bay street, and the fence is an old wood-picket fence, whose posts and rails are rotting, the pickets falling off, and the fence requiring constant repair. The estimated cost of an iron fence, 6 feet high, with two entrance gates, is \$2,350.

On the south side of the reservation there is no fence at all, and it will require 1,002 lineal feet of fencing, at a cost of \$1.50 per foot, making \$1,503. This fence it is proposed to make of iron posts and wire.

THE CHAIRMAN. Now, let me ask you, Doctor, what is the necessity for a 6-foot fence in front of a hospital—a fence 6 feet high?

DOCTOR WYMAN. There is a terrace there. The hospital grounds are rather high, and there is a terrace right behind the fence; and to

make it proportionate a 6-foot fence, including the foundations and everything, would be necessary to keep intruders out. They have been very much annoyed by boys pulling off these palings and getting through and running through this reservation, and making a passage-way to other parts of the village through the reservation, and a good fence of reasonable height seems to be necessary.

The CHAIRMAN. That may be true, but it occurred to me that a fence 6 feet high was not a reasonable fence merely to prevent trespassing upon the grounds by passers-by. On the sidewalks, ordinarily, in cities where people have a fence around their dwellings, where it is just as essential to keep people out as it is there, they do it with an iron fence, where they have an iron fence 3 or 4 feet high. I wondered whether there were any peculiar conditions that necessitated a 6-foot fence in order to meet requirements beyond those that are met by people in fencing their private residences with a fence of 4 feet. A higher fence would be more expensive.

Doctor WYMAN. I can not say that a fence of smaller height would not answer, but that was the judgment of those who designed the plans and made this estimate.

The CHAIRMAN. The next item is roadways.

Doctor WYMAN. The present roadway, from Bay street through the hospital grounds to and including the whole front of the hospital, a linear distance of 718 feet, with a width of 16 feet, it is estimated will require 1,277 square yards of granite block paving at \$2.50 a square yard, making \$3,192.50. The present roadway was once macadamized. It is badly rutted and poorly graded and requires constant repairs. The grade from entrance gate is about 10 per cent. and granite block paving, with curb, is necessary. Eleven hundred and sixteen linear feet of stone curbing will be required, at an estimated cost of \$1 per foot, making \$1,116.

The CHAIRMAN. You may have stated it, but I did not catch it. Is this street or roadway entirely within the reservation?

Doctor WYMAN. Yes, sir.

The CHAIRMAN. No part of it is on the outside?

Doctor WYMAN. No, sir. No part of it is on the outside of the reservation. It goes up to the center of the hospital in front and then extends to each side.

The CHAIRMAN. By block pavement you mean these small square blocks about the shape of a brick, only a little larger?

Doctor WYMAN. Yes, sir; larger.

The CHAIRMAN. Does that include the walks?

Doctor WYMAN. That includes the roadway. Then there are the walks in addition.

The CHAIRMAN. The next item is the walks?

Doctor WYMAN. Yes. The Bay street sidewalk is at present of 3-feet wide flagstone placed in the middle of the width of the walk. It is proposed to completely cover the sidewalk with a cement concrete walk 12 feet in width, containing 680 square yards, at \$1.90 per square yard, costing \$1,292. Bay street in front of the reservation is paved with asphalt, and there is a cut granite curb to the sidewalk. There is proposed a walk of the same material (cement concrete) alongside of the roadway from the entrance gate to the front door of the hospital. This will be 270 linear feet, and being 3 feet wide will

contain 270 square yards of cement concrete, at \$1.90 per square yard, costing \$513.

*Marine Hospital, New York, N. Y.*

Item: Improvement of fences, roadways, and walks----- \$10,000.00

ESTIMATE.

Fences:

510 linear feet of iron fence on Bay street front, 6 feet high, with corner and gate posts, \$4 per linear foot -----	\$2,040.00	
Two entrance gates -----	310.00	
		2,350.00
1,002 linear feet iron post and wire fencing on south side of reservation, \$1.50 per linear foot -----		1,503.00

Roadways:

398 linear feet of granite block paving of roadway from hospital gate to front of hospital, 16 feet wide, 707 square yards, \$2.50 -----	1,767.50	
320 linear feet of granite block paving of roadway in front of hospital, 16 feet wide, 570 square yards, \$2.50 -----	1,425.00	
		3,192.50
1,116 linear feet of stone curbing to roadway, \$1. -----		1,116.00

Walks:

680 square yards of cement concrete walk on Bay street, 12 feet wide, \$1.90 per square yard -----	1,292.00	
270 square yards of cement concrete walk, 3 feet wide, at side of road from entrance gate to front door of hospital, \$1.90 -----	513.00	
		1,805.00
		9,966.00

The CHAIRMAN. Doctor, does this sidewalk 12 feet in width conform to the width of the sidewalk at either end of the property of the Government on this street?

Doctor WYMAN. The Government property abuts on Bay street on the north with other property.

The CHAIRMAN. What is the width of the sidewalk on either side of the Government reservation facing Bay street?

Doctor WYMAN. There is only one sidewalk. The other side of the street is on the bay, and there is no sidewalk there.

The CHAIRMAN. What is the width of the sidewalk up to the point where this sidewalk in front of the property begins, and what is the width of the sidewalk on the other side?

Doctor WYMAN. It is all 12 feet wide.

The CHAIRMAN. So that this would be uniform in width with the rest of the sidewalk on that street?

Doctor WYMAN. Yes, sir. The sidewalk would simply be a continuation of the town sidewalk above and below it.

The CHAIRMAN. Is not that an unusually wide sidewalk—12 feet in width?

Doctor WYMAN. It is not a narrow one, but I do not know that it is a very unusually wide one.

Mr. SMITH. Do you not know, Doctor, that \$1.90 per square yard for concrete is an unreasonable price?

Doctor WYMAN. No, sir; I do not know it.

Mr. SMITH. Do you not know that it can be laid all over the United

States at two-thirds of that? It is laid all over the United States at 14 cents a square foot. This is 21 cents a square foot.

Doctor WYMAN. It is \$1.90 per square yard.

Mr. SMITH. It is fully 50 per cent higher than anywhere else in the United States, in my judgment, for this kind of work.

Doctor WYMAN. I can not defend the prices here, because I had to take the values from the man who is supposed to know.

Mr. SMITH. I never heard of any being laid above 16 cents a square foot in many years.

## QUARANTINE STATIONS.

### BISCAYNE BAY AND BOCA GRANDE, FLA.

The CHAIRMAN. The next item, I believe, is disposed of—"Biscayne Bay quarantine station, for new launch, \$3,500." I think you gave us full information on that.

Doctor WYMAN. I think so; but I think we have it here repeated.

The CHAIRMAN. You can submit that to the stenographer and let it go in.

Doctor WYMAN. That was for two launches, for Biscayne Bay and for Boca Grande quarantine station, boarding launch.

The proposed launch for Biscayne Bay quarantine station is to be of a length of 36 feet; breadth, 8 feet; and draft, 3 feet 6 inches; 16-horsepower 2-cylinder gasoline engine, with complete equipment of lights, anchors, cables, flagstuffs, life-preservers, ring buoys, etc.

The launch for Boca Grande quarantine station, length, about 30 feet; breadth, 7 feet; draft, 3 feet 6 inches; 12-horsepower 2-cylinder gasoline engine, complete equipment of lights, anchors, cables, flagstuffs, life-preservers, ring buoys, etc.

### SAN FRANCISCO, CAL.

The next is the San Francisco quarantine station.

The CHAIRMAN. Yes; for a laundry, etc. That item embodies a number of different elements upon which you were unable to give us detailed information when you were here before.

Doctor WYMAN. It is for laundry, ballast cars and tracks, and improvements to the station.

It is proposed to erect a new building near to the steam boilers, and thus save the cost of a separate boiler and in the consumption of fuel, as the electric-light machine and pumps will be frequently in use and the laundry can be served with steam without much extra cost. The estimate of \$5,000 covers all expenses, and in addition will release, as quarters for attendants, a building which is now occupied as a laundry. These attendants are at present quartered in buildings intended for detained passengers. The new building will be about 60 by 20 feet.

That was estimated by an architect who was out there on the spot. I have here a map of this quarantine station, if you gentlemen are interested in seeing it. That San Francisco quarantine station is one of the largest quarantine stations in the world and does as much business as any other quarantine station in the world. Here is the cove [submitting photograph]. Here are the officers' quarters, and

here is the detention shed, and here is the laundry, and here the bath houses for steerage passengers and cabin passengers [indicating on photograph]. Here it is in detail, with numbers showing what the buildings are.

The CHAIRMAN. This laundry, you say, is to be built where?

Doctor WYMAN. Right here [indicating]. Here is the boiler house [indicating], and the laundry is to be built here [indicating].

The CHAIRMAN. Where would that be on this blueprint?

Doctor WYMAN. Right here [indicating]. You can not see the boiler house very well here.

The CHAIRMAN. Now, on this map here, where are the men's quarters?

Doctor WYMAN. Some of them are put in No. 20 at present, where they ought not to be.

The CHAIRMAN. Do you think you need a laundry of that size there?

Doctor WYMAN. Yes, sir. We ought to have every facility possible there. This port receives passengers from the Orient—Hong-kong, Shanghai, Yokohama, the Philippine Islands, and Hawaii.

The CHAIRMAN. That includes equipment and machinery and everything?

Doctor WYMAN. Yes, sir. I do not think it includes the machinery; but we can move the machinery in there.

The CHAIRMAN. You have sufficient machinery now in the present building you are occupying and using as a laundry?

Doctor WYMAN. Yes, sir.

The CHAIRMAN. And this estimate includes the cost of moving the machinery?

Doctor WYMAN. Yes, sir.

The CHAIRMAN. Do you contemplate any new equipment?

Doctor WYMAN. No, sir.

The CHAIRMAN. You get your steam from the boiler and power plant there [indicating]?

Doctor WYMAN. Yes, sir.

The CHAIRMAN. Which was established first—the present laundry, or the power house?

Doctor WYMAN. I think the present laundry was established first. I think the power house came along later.

The CHAIRMAN. Have these buildings, do you know, been affected by the recent earthquake?

Doctor WYMAN. Only slightly. The chimneys were knocked down at the hospital. We got word from the commanding officer that the buildings were injured very slightly.

The CHAIRMAN. Now we will go to page 58.

Doctor WYMAN. I have not finished with the details at San Francisco.

The CHAIRMAN. Very well. Give us the rest.

Doctor WYMAN. The ballast cars (2) and track (100 feet rail). These items are necessary, as sailing vessels coming from the Orient usually carry ballast, and such ballast is considered dangerous and must be removed. Under local harbor regulations ballast can not be dumped into the bay. The intention is to fill in a space marked out by a riprap wall constructed by attendants with the ballast thus removed, and in this way at one and the same time dispose of the

ballast and comply with the local harbor regulations. Estimated cost, \$200.

Now, as to improvements to the station——

The CHAIRMAN. The amount you estimated for the ballast cars and tracks is what?

Doctor WYMAN. Two hundred dollars.

The CHAIRMAN. The next item is improvements to the station.

Doctor WYMAN. Under that we have a mortuary. At present there are no suitable facilities for necropsic examinations.

Mr. SULLIVAN. "Necropsic"—what is that?

Doctor WYMAN. The examination of a body after death.

Mr. TAYLOR. Is there any difference between that and a post-mortem?

Doctor WYMAN. No; it means post-mortem. It seems to be a more exact term than post-mortem. The words are used synonymously. A building for that is necessary.

That is the \$300 item, a small building.

Next is a coal shed. At present our coal is dumped on the pier and left in the open, and the coal deteriorates when piled up in the open air. The shed will be a matter of economy, not only in preventing this deterioration, but in enabling larger quantities of coal to be stored than is now possible. Coal purchased in larger quantities can be obtained cheaper, and there will be a saving in the expenses of the station by lessening the necessity of the boats making trips from the station to the city for the purpose of filling their bunkers, to be about 20 by 30 feet, to hold about 150 tons of coal. Estimated cost, \$800.

The next clause is improving bath house and steerage accommodations. The steerage passengers' bath house has dressing stalls on one side and bath stalls on the other, separated by an open space. These should all be moved to the center, so that persons can go in one side, undress and bathe, and emerge dressed from the opposite side. The present arrangement is inconvenient, is the cause of much delay, and is hardly decent. The building is 74 by 20 feet, with shower baths, dressing rooms, etc. New partitions and fixtures and rearrangement, as shown in red on plan (including labor and material):

5,040 square feet partitions, lined, at 50 cents.....	\$2, 520
600 square feet grated floors, at 25 cents.....	150
12 shower baths, including hot and cold water supply pipes, wastes, in place, \$40 each.....	480
12 seats, hook rail and hooks for clothes, at \$5 each.....	60
Resetting 3 bath tubs, including partitions and doors.....	290
	<hr/>
	3, 500

We ought to have everything at that station right up to the mark in matters of efficiency and decency. These steerage passengers have to be bathed, and the present arrangement is not a proper one. This would make it easier in facilitating the bathing and relieve the criticism as to their being unnecessarily exposed.

#### QUARANTINE STATION, PORTLAND, ME.

The CHAIRMAN. We have a supplemental estimate here, Document No. 666, for a quarantine station at Portland, Me. Will you please state to the committee the necessity for this item?

Doctor WYMAN. It is all explained in the document. It is an old debt of \$2,000 for the purchase of the Portland quarantine plant at the time they turned it over to us.

The CHAIRMAN. It is a claim against the Government?

Doctor WYMAN. Yes.

Mr. SMITH. Have you ever given a deed for it?

Doctor WYMAN. This was simply the property, on Government ground; but they turned over their quarantine functions to us, with the understanding that we would buy what they were using for quarantine. They had there a one and one-half story cottage, a steam disinfecting chamber, two steam boilers, one small steam engine, two wagon trucks.

The CHAIRMAN. Under what authority did we purchase that?

Doctor WYMAN. Out of the epidemic fund, it being necessary to prevent the introduction of contagious diseases from abroad. The local quarantine at Portland, Me., was very badly managed, and there was great danger of smallpox being introduced through that quarantine. We had a demand from the State of Michigan, which receives immigrants coming through Portland, and others, for the National Government to take charge of that quarantine, and the city authorities of Portland concluded to give it to us. We made an examination of the property, and this was considered a very reasonable sum for what they had, so it was purchased by the Secretary of the Treasury, to be paid for from the epidemic fund, but the Auditor, much to my surprise, declared it could not be paid from that fund, and that is the reason it is before you now for payment. Mr. Allen could make a statement concerning it, I suppose.

Mr. SMITH. I call your attention to the language of that document:

No appropriation for the quarantine station at the port of Portland, Me., was made by Congress until March 3, 1903, when the sundry civil act for that year contained the following item: "Portland, Me., quarantine station: For purchase of site, erection of buildings, and equipment of station, \$50,000. The appropriation having been made later than the date of the transfer of the property, no part thereof is available for the payment of the obligation to the city of Portland."

You refer there to this item as if you had anticipated paying it out of this item. Did you ever understand that it would be paid out of this item?

Doctor WYMAN. No; I did not. Perhaps it was under consideration at the time whether we could or could not, and we found that we could not.

Mr. SMITH. Did the Government own this land before on which these buildings stood?

Doctor WYMAN. Yes, sir; House Island. The Government owns one-half and the other half was owned by private parties. The Army would not give us the control of the other part of it, so out of this appropriation referred to there we bought the other half of the island.

Mr. SMITH. Were these buildings at the time you acquired them standing upon the War Department's account?

Doctor WYMAN. Yes, sir.

Mr. SMITH. So you had to move them?

Doctor WYMAN. We had to do without them altogether or move them. We are constructing the station now under an appropriation.

Mr. SMITH. Did you abandon all of these buildings?

Doctor WYMAN. We have practically abandoned them. We haven't



made any disposition of them. They were very cheap buildings. Whether we will use the property that is there or not we have not quite determined.

Mr. SMITH. Was a formal written contract entered into for the purchase of this property?

Doctor WYMAN. There was a proposal made by the Portland authorities for the sale of it, and we accepted at—\$2,000.

Mr. SMITH. That correspondence is not set forth in this document.

Doctor WYMAN. It is not in here; no.

Mr. SMITH. And there never was any bill of sale given, or any other conveyance of the property, excepting the proposal and acceptance. Is that right?

Doctor WYMAN. I think there was a bill made out. There was a proposal made, a bill rendered, and that was sent over, and the Auditor refused to pay it out of the epidemic fund.

Mr. SMITH. Had you taken possession before he refused to pay it?

Doctor WYMAN. Oh, yes.

Mr. SMITH. And you never got any bill of sale or other conveyance of the property?

Doctor WYMAN. A bill of sale would be an ordinary bill against us—

Mr. SMITH. A bill of sale is a conveyance of personal property usually similar to a deed as to real estate.

Doctor WYMAN. A bill was rendered which was referred to the Auditor.

Mr. SMITH. There was never any formal instrument of transfer of any kind.

Doctor WYMAN. No; but we took possession.

Mr. SMITH. And it was after you took possession that the Auditor refused to allow it out of the epidemic fund.

Doctor WYMAN. Yes, sir.

Mr. SMITH. And you did not turn the property back?

Doctor WYMAN. No; we didn't turn it back.

## PUBLIC HEALTH AND MARINE-HOSPITAL SERVICE (AGAIN).

The CHAIRMAN. We will now go to page 56. When before the committee at a previous hearing you stated that the estimates as submitted here and printed in the bill would not meet the requirements of your Service, and you desired to submit your estimates in different form.

Doctor WYMAN. Yes, sir.

The CHAIRMAN. Have you prepared your estimates now?

Doctor WYMAN. Yes. Here is a copy [handing statement to the chairman]. I have here two pages, the first containing the phraseology, and the second the itemizations under each provision made. This is a substitute for the italics printed on pages 56, 57, and 58.

The CHAIRMAN. Have you, in this detailed statement here, followed substantially the language printed in this bill?

Doctor WYMAN. Yes; that was the purpose. In what bill do you mean? Do you refer to the bill of the committee?

The CHAIRMAN. Yes.

Doctor WYMAN. No; not in all respects. This is slightly different, and, as I explained before, that in the bill was not intended, when it

was submitted, to be enacted into law. It was a memorandum accompanying the form, similar to the form on the first page of the two just handed you, and it was by mistake printed in the estimates.

#### INSANE, CARE OF.

The CHAIRMAN. In your memorandum, then, which was submitted and printed in this bill, there is an item "For care of patients, Government Hospital for Insane, \$8,324." I don't see that in your detailed estimate here, or any item that would authorize that expenditure.

Doctor WYMAN. That would come under the clause "For medical examinations, care of seamen, care and treatment of all other persons entitled to relief, at other than marine hospitals." We didn't make a specific item of it, but it would be provided for. It is included in this \$185,000 item, and would be provided for by the phraseology of the law as suggested on the first page.

The CHAIRMAN. This Government Hospital for the Insane referred to here at the top of 58 means the St. Elizabeth Hospital?

Doctor WYMAN. Yes, sir. We would suggest that we have insane patients in other hospitals, some on the Pacific coast, and occasionally in some far-distant place, when it is not considered economical to transfer them here, either because they are cases which may be temporary, or the expense of transportation is too great and it is cheaper to keep them where they are.

Mr. SMITH. Then why not strike out the word "Government?"

Doctor WYMAN. We are requesting that this be substituted.

The CHAIRMAN. You say that the language in your proposed substitute—

Medical examinations, care of seamen, care and treatment of all other persons entitled to relief at other than marine hospitals, and to be used for like purposes as were the tonnage taxes prior to July 1, 1906, \$185,000.

Doctor WYMAN. That item is practically included on the first page.

The CHAIRMAN. That item covers or includes what you have here on page 58, "For care of patients, Government Hospital for Insane?"

Doctor WYMAN. Yes, sir; it includes that.

The CHAIRMAN. Does that include railroad transportation, sick and insane seamen, freight, and so forth, \$10,000?

Doctor WYMAN. No, sir; that is provided for in what I submit to-day.

The CHAIRMAN. What in this estimate would include that?

Doctor WYMAN. Freight, transportation, and traveling expenses.

The CHAIRMAN. What item of your substitute would cover the item for "Burial of deceased seamen?"

Doctor WYMAN. "All other necessary miscellaneous expenses which are not included under special heads."

The CHAIRMAN. What item in your proposed substitute would include the "pay of 30 watchmen for 14 closed hospitals?"

Doctor WYMAN. For pay of all other employees, and this clause, also.

The CHAIRMAN. Have you included that in the \$273,000 item under the head "Pay of all other employees?"

Doctor WYMAN. We included all that we think is necessary for running the service in the items, and of course the specific charges would have to come under one or the other of them.

The CHAIRMAN. How do these estimates under the several heads

which you propose compare with the amount expended under each one of these heads during the last fiscal year?

Doctor WYMAN. Most of them are based upon amounts expended.

There are one or two exceptions where the amount is less than last year, and one or two—I think one—where the amount is greater. The sum total of the estimates is just about the same as the sum total of the expenditures for the last year—a trifle less.

The CHAIRMAN. Which sum total do you refer to in that statement? The sum total of the sheet here, which gives in detail the appropriations? Which sum total is it—the \$1,312,848, or do you include the sum total in the lump sum of \$1,290,000?

Doctor WYMAN. In the lump sum. It is really \$1,190,000, but we have added \$110,000 for the immigration service.

The CHAIRMAN. Which sum total do you refer to when you say that the sum total is less than the expenditure during the fiscal year 1905? Can you give the sum total of expenditures for 1905?

Doctor WYMAN. About \$1,198,000, in round figures. In the annual report the total expenditures for 1905 were given as \$1,183,627.23, but when the account for the year was closed, September 1, 1905, there was some outstanding indebtedness—bills for which had not been received—amounting to about \$15,000, so that the total cost of the Service, as stated (\$1,198,000), is nearly correct. Here is one item that is less—that is, "For purveying depot and purchase of medical, surgical, and hospital supplies, \$30,750." That is less than the expenditure last year. A less amount is required because we have ceased to purvey certain articles from the purveying depot. And also the rent of the building here in Washington is less than it was last year.

#### PAY AND ALLOWANCES OF OFFICERS.

The CHAIRMAN. Your estimate of \$375,910 for pay, allowances, and commutation of quarters for commissioned medical officers and pharmacists which you now have in your employ?

Doctor WYMAN. Yes.

The CHAIRMAN. Have you contemplated increasing that force in the next fiscal year?

Doctor WYMAN. We have made no special provision for increasing the force.

The CHAIRMAN. Is that amount necessary to pay the present force?

Doctor WYMAN. It is; yes, sir.

The CHAIRMAN. And also to pay for commutation of quarters for commissioned officers?

Doctor WYMAN. Yes, sir.

The CHAIRMAN. And allowances. You do not contemplate adding any additional men?

Doctor WYMAN. No; we do not.

The CHAIRMAN. Or any increases of salaries?

Doctor WYMAN. The salaries increase themselves under the longevity pay that we have. We have taken that into account in making the estimates.

The CHAIRMAN. How did you arrive at the estimate of \$273,436 for the pay of all other employees?

Doctor WYMAN. That is the estimate on the past year—the present force.

The CHAIRMAN. On the basis of your present force?

Doctor WYMAN. Yes, sir.

The CHAIRMAN. Is any part of that force temporary?

Doctor WYMAN. No, sir.

The CHAIRMAN. It is all an annual force, is it?

Doctor WYMAN. Yes, sir.

The CHAIRMAN. What salary do you pay?

Doctor WYMAN. Attendants?

The CHAIRMAN. Take the first item, for example, "commissioned officers and pharmacists;" what salaries do you pay?

Doctor WYMAN. The salary of a surgeon is \$2,500, with 10 per cent additional for every five years of service up to 40 per cent, as longevity. We have commutation of quarters at the rate of \$50 per month. The passed assistant surgeons receive \$2,000, with corresponding longevity pay. An assistant surgeon receives \$1,600. After five years of service they become passed assistant surgeons, at \$2,000.

The CHAIRMAN. "Medical officers." Those are the doctors, surgeons, and assistant surgeons. What salaries do you allow your pharmacists?

Doctor WYMAN. We pay the pharmacists according to the grade. There are three grades, \$700, \$800, and \$1,000.

The CHAIRMAN. One thousand dollars is the highest salary?

Doctor WYMAN. Yes, sir.

#### EMPLOYEES.

The CHAIRMAN. Under the next item, "Pay of all other employees," what class of service do these employees render?

Doctor WYMAN. They are hospital attendants and acting assistant surgeons, or contract surgeons.

The CHAIRMAN. What do you pay them?

Doctor WYMAN. We pay acting assistant surgeons on the average \$712 a year—some more and some less, but that on the average.

The CHAIRMAN. And on that basis you will need \$273,436 to meet that expenditure during the coming fiscal year?

Doctor WYMAN. Yes, sir; for acting assistant surgeons and all hospital attendants.

The CHAIRMAN. Are there any conditions that would make the expenditure less or more during the last fiscal year than you have reason to anticipate during the coming fiscal year?

Doctor WYMAN. No, sir.

#### FUEL, LIGHT, AND WATER.

The CHAIRMAN. "Fuel, light, and water, \$75,000." Does that include fuel for the buildings you occupy in Washington?

Doctor WYMAN. No, sir; that comes under another appropriation of the Treasury Department.

The CHAIRMAN. The fuel for all buildings occupied here in Washington comes out of the Treasury Department?

Doctor WYMAN. Yes, sir.

The CHAIRMAN. This fuel, light, and water supplies your hospitals throughout the country?

Doctor WYMAN. Yes, sir.

#### REPAIR AND PRESERVATION OF HOSPITALS.

The CHAIRMAN. "Repairs and preservation of marine-hospital buildings, and the grounds thereof, \$40,000."

Doctor WYMAN. That is based on actual estimates made, and practically of the cost of repairs of the previous year. That is about the usual annual expenditure for ordinary repairs.

The CHAIRMAN. Have you got a statement there of the annual expenditure under this item running back for three or four years?

Doctor WYMAN. No, sir; I haven't any such statement prepared.

The CHAIRMAN. Can you state from general information that you may have, whether or not that has been the usual annual expenditure for this purpose?

Doctor WYMAN. Yes, sir; it has. Some years we have far exceeded that, because it depends upon the amount of repairs necessary. Sometimes in some instances there are quite expensive repairs necessary at hospitals, and it has not been uniform.

The CHAIRMAN. How frequently have you asked for specific appropriations for repairs such as you are now asking for, repairing and improvement of grounds in the New York Hospital?

Doctor WYMAN. I think that is the first specific estimate or request for repairs of that kind that we have made.

The CHAIRMAN. Who determines whether the repairs are necessary or not?

Doctor WYMAN. We have an architect who visits the place and makes an estimate, and not only passes upon whether things are desirable and necessary, but estimates the cost. The medical officer at the station first calls our attention to the matter, then we send this man there to look it over and to give us exact information—expert advice.

The CHAIRMAN. And on his recommendation the repairs are ordered to be made by you?

Doctor WYMAN. Yes, sir.

The CHAIRMAN. Do you have an inspector of buildings?

Doctor WYMAN. Yes, sir. This gentleman is inspector of buildings.

The CHAIRMAN. And also architect?

Doctor WYMAN. And architect; yes, sir.

The CHAIRMAN. What compensation does he receive?

Doctor WYMAN. Two thousand two hundred dollars.

#### WATCHMEN FOR CLOSED HOSPITALS.

Mr. SMITH. I notice in your original estimates that you have an item for pay of 30 watchmen for 14 closed hospitals, at \$500 per year. Are these hospitals closed?

Doctor WYMAN. We haven't heard of any determination to have them closed.

Mr. SMITH. Are they to be closed next year?

Doctor WYMAN. I don't know. I haven't been informed.

Mr. SMITH. Now, this item will either not be expended, or, if it is, it will result in a great reduction in your general expenses, will it not?

Doctor WYMAN. No, sir.

Mr. SMITH. If you should close 14 hospitals in the next year, would it not result in quite a cut in these estimates all along the line?

Doctor WYMAN. No, sir. We have made estimates for conducting the service as it is conducted now, and we have estimates for con-

ducting the service with the closed hospitals, and they are practically the same.

Mr. SMITH. So that your contention is that closing these hospitals will effect no economy whatever?

Doctor WYMAN. Closing them and substituting a contract system for them, the sum total of appropriations will be the same.

Mr. SMITH. I was of the impression that it was the contention of the Treasury Department that the closing of these hospitals would materially reduce the expense.

Doctor WYMAN. Well, we made the estimate honestly and carefully, and we found, and I so informed the Secretary, that the estimate was, if anything, a little bit more.

Mr. TAYLOR. For the contract system?

Doctor WYMAN. For the contract system.

Mr. SULLIVAN. Why do you close them?

Doctor WYMAN. I do not know that they are to be closed.

Mr. TAYLOR. Who has that discretion, the Secretary?

Doctor WYMAN. The Secretary.

Mr. SMITH. What is the value of the property to be watched at these hospitals if they should be closed—that is, after you have removed, as I suppose you would, the portable matter?

Doctor WYMAN. It would be difficult to state offhand. There would be buildings to be watched, some property in them, fixtures, and so forth. The value of the buildings I could not tell you right offhand.

Mr. SMITH. Can you give me an estimate as to whether it is a million or a thousand dollars?

Doctor WYMAN. Some of those buildings were built so long ago that it would be pretty hard to estimate what they cost or what their present value is.

Mr. TAYLOR. The whole number of 14 that is suggested to be closed, is what Mr. Smith means; can you give us an estimate of that?

Mr. SMITH. I don't mean the value of the real estate, nobody would steal that. I am talking about how much we would be paying relatively to watch that, which is on the real estate what that is worth. You propose spending \$7,000 every year in watching that. Couldn't you give me the slightest general idea as to the value, exclusive of the land?

Doctor WYMAN. I could not offhand.

Mr. SMITH. Not even whether it is worth \$1,000 or \$10,000,000?

Doctor WYMAN. Between those limits, surely.

Mr. SMITH. That is as near as you can get, is it?

Doctor WYMAN. Well, yes.

Mr. SULLIVAN. Have any of them been closed in the last year?

Doctor WYMAN. No, sir; except that one was closed at Cincinnati on account of its requiring an unusual amount of repairs, and the hospital being badly located there.

Mr. SULLIVAN. You closed that yourself?

Doctor WYMAN. Yes, sir.

Mr. SULLIVAN. Then you have authority to close them independent of the Secretary?

Doctor WYMAN. I had the Secretary's approval. We determined in that case that we did not want to spend a large amount for repairs. The railroads and the factories having come up around it, it was an

improper place for a hospital, and rather than continue it and spend a large amount of money on repairs, it was discontinued.

Mr. SULLIVAN. I assume that similar conditions would require similar treatment. If you found conditions like that elsewhere, you would make a similar recommendation?

Doctor WYMAN. Yes, sir.

Mr. SULLIVAN. And I think that the Secretary of the Treasury does not have really any initiative in the matter, but that the information is first furnished him, together with a recommendation from you, and upon this he acts.

Doctor WYMAN. That is the case with reference to Cincinnati.

Mr. SULLIVAN. Now, then, how did this language get into this bill on page 58, "for the pay of 30 watchmen for 14 closed hospitals?"

Doctor WYMAN. That was an estimate not intended to be printed, and was made in accordance with the request of the Secretary. After I had made a previous estimate for the care of the service, he asked me to make an estimate on the care of the service on that plan.

Mr. SULLIVAN. Who made the estimate?

Doctor WYMAN. We made it.

Mr. SULLIVAN. How did the idea of closing these 14 hospitals find lodgment in the brain of the Secretary?

Doctor WYMAN. He wanted an estimate made as to the cost of maintaining the Hospital Service, maintaining only 7 marine hospitals, the other stations to be maintained under the contract system.

Mr. SULLIVAN. What was it that caused him to select 14 as the number?

Doctor WYMAN. Because there were 21, and he said he would keep 7. He took 7 as an arbitrary number, as I understand it.

Mr. SULLIVAN. You think it was done arbitrarily?

Doctor WYMAN. I would like to correct my expression in regard to that. He said 7 marine hospitals, presumably the largest or most important.

Mr. SULLIVAN. Then it is your judgment that he did not select these arbitrarily?

Doctor WYMAN. No; he selected 7.

Mr. SULLIVAN. Upon what did he base his judgment when he made the selection of 7, instead of 10, 12, 14, 19, or 20?

Doctor WYMAN. I do not know.

Mr. SULLIVAN. You are certain that the information did not come from you or any officer of your department?

Doctor WYMAN. No, sir.

Mr. SULLIVAN. Nor any recommendation that 14 be closed?

Doctor WYMAN. No, sir.

Mr. SULLIVAN. You don't know how he got this item in his head?

Doctor WYMAN. No.

Mr. SULLIVAN. That is an extraordinary state of affairs. Do either of these gentlemen happen to know?

Mr. HUDDLESON. No; excepting that the 7 hospitals are probably the largest seaport hospitals.

Mr. TAYLOR. I understand you to say that your cost does not increase whether you close them or not?

Doctor WYMAN. That is right.

## TOTAL ANNUAL COST.

Mr. TAYLOR. Is that due in any way to the regular employment of your surgeons and commissioned officers? Does not that go into the cost of the hospitals throughout the United States?

Doctor WYMAN. It is due partly to the fact that our officers, while they are conducting the Marine Hospital relief, for illustration, are also obliged to do a good deal of other work, such as examining of pilots for color blindness, the examinations with reference to the Revenue-Cutter Service, examinations for the Life-Saving Service, etc.

Mr. TAYLOR. The point I want to arrive at is, was not the expense paid by your Marine-Hospital Service for its maintenance a part of the estimate in making up the cost of maintaining the hospital so far as the individual patients were concerned? Was not that estimated in making up the cost as compared with the contract service—the total cost of your whole service, including your surgeons, pharmacists, and attendants at hospitals?

Doctor WYMAN. Everything was included.

Mr. TAYLOR. And you would not reduce your commissioned officers if these different hospitals were abandoned?

Doctor WYMAN. No, sir.

Mr. TAYLOR. Nor do you ask to increase them?

Doctor WYMAN. No.

Mr. TAYLOR. So that the pay of your officers was included in the estimate of the total cost per port of the Marine-Hospital Service in its attention to seamen.

Doctor WYMAN. Yes; exactly; in our estimates.

Mr. SMITH. If I understood you, you said the expense of your entire service last year amounted to \$1,198,000.

Doctor WYMAN. In round numbers.

Mr. SMITH. Now, in this proposed substitute for the bill you put \$1,312,846.

Doctor WYMAN. Please see the note at the top of the page. We put \$1,312,000 on the page containing the amounts for each class of expenditures, but here on the first page we put it at \$1,290,000. The reason of that is that it is an administrative fact that if you appropriate for each one of these items so much we could not save on one to pay out of it in cases required in the other. That is, if you itemized these expenditures we would have to have that much total, and we would be limited to the specific amount opposite each item. That same principle is brought out in the Revenue-Cutter Service.

Mr. SMITH. What you claim is that this increase from \$1,198,000 to \$1,312,000 is made necessary by the segregation of the items?

Doctor WYMAN. Yes.

Mr. SMITH. How do you explain the increase from \$1,198,000 to \$1,290,000?

## EXAMINATION OF IMMIGRANTS.

Doctor WYMAN. One hundred thousand dollars is put on. We had it \$190,000 originally, but we pay for the examination of immigrants, then we put in a bill for reimbursement under the law. The chairman thought that instead of authorizing us to immediately collect that reimbursement they would add \$100,000 to this amount of



\$1,190,000, of which sum \$110,000, or as much as may be necessary, shall be paid direct from the immigrant fund.

Mr. SMITH. But would this language be sufficient to deprive you of the right under existing law to obtain reimbursement in addition to the \$110,000?

Doctor GLENNAN. The Comptroller has decided that where there is a specific appropriation for a specific object no other money can be used to augment that appropriation.

Mr. SMITH. But this does not provide that \$110,000 may be used for the aiding of the Immigration Bureau in examinations of immigrants. It simply provides that \$110,000 shall be paid from the immigration fund. He certainly would not hold that that changed existing law, that that entitled you to pay for examinations made in the Immigration Bureau.

Doctor WYMAN. It might be that the phraseology should be changed.

Mr. SMITH. If I understand you, you say that the segregation of the items only makes a difference of about \$22,000 or a little over, or the difference between \$1,290,000, as shown in this item, and \$1,312,000, which would be between twenty-two and twenty-three thousand dollars, which is all you say the appropriation is increased.

Doctor WYMAN. I think I am right on that.

Mr. SMITH. I would like to have the two statements explained.

Mr. SULLIVAN. Allow me to state right there: A moment ago didn't you state that it was an administrative fact that when these items were segregated the appropriation would have to be increased in order to afford you sufficient margin to work on, because you could not use this fund interchangeably and rob Peter to pay Paul, and therefore that appropriation of \$1,190,000, which I understood you then to say would be adequate under your system, would not be sufficient under the system provided by the committee, but that under that system \$1,312,000, or \$122,000 more, would be provided? Which did you have in mind when you made up that statement, \$1,190,000 or \$1,290,000? In other words, did you have in mind a fund of \$122,000 or only \$22,000 which would be required to give you sufficient leeway to manipulate properly?

Doctor GLENNAN. One hundred and twenty-two thousand dollars.

Mr. SULLIVAN. That was my impression.

Mr. SMITH. Now, you state that the second statement is not correct, do you?

Doctor GLENNAN. This is incorrect on the second sheet in that this \$110,000 has been added since, but should be added to this 1,000,000—

Mr. SMITH. So that you now state that if the item were segregated and this language used as to the \$110,000 of immigration fund in lieu of reimbursement, that you must have \$1,422,000. Is that correct?

Doctor GLENNAN. If the language should be changed or arranged in any way so that we could be reimbursed, our own appropriation for conducting the Marine-Hospital Service need not exceed \$1,190,000; but the actual amount paid to immigration employees to-day is \$105,400.

Mr. SMITH. Doctor, when you said that the actual expense of your Bureau last year was \$1,198,000, did you mean to say that it was

\$1,198,000 plus the \$95,000 that was reimbursed to you by the immigration service?

Doctor GLENNAN. Seventy-three thousand dollars.

Mr. SMITH. I think you said it was \$95,000.

Doctor GLENNAN. No; I say the immigration service is growing all the time; we are putting on new offices which are requested at the different ports, and the expense is \$105,000.

Mr. SMITH. How much did the Immigration Bureau reimburse you last year?

Doctor GLENNAN. Seventy-three thousand dollars.

Mr. SMITH. When you say the expense of your Bureau was \$1,198,000, do you mean \$1,198,000 plus \$73,000?

Doctor GLENNAN. No; but the \$73,000 has not been reimbursed; part has not been paid back yet.

Doctor WYMAN. But that \$1,198,000 included what we paid out for immigration service last year.

Mr. SMITH. And did not include anything that had been reimbursed?

Doctor WYMAN. No.

Mr. SMITH. When you say you paid \$1,198,000, I want to know whether that is all you paid out, or whether you paid that out and got the reimbursement, too.

Doctor GLENNAN. I know there was some that has not been paid back, but I don't know the exact amount.

Mr. SMITH. The question is whether \$1,198,000 was all you paid out, or whether you paid that out and received the reimbursement, too.

The CHAIRMAN. What is the amount that you actually expended? One million one hundred and ninety-eight thousand dollars expenditure for your own service, and for the amount employed in the immigration service regardless of any reimbursement? If that is so, then the reimbursement, whatever the amount you are entitled to have reimbursed, should be deducted from our aggregate expenditure, which would make the total amount of expenditure—

Doctor GLENNAN. I think the \$1,198,000 included the \$73,000 expended for immigration service.

Mr. SMITH. Included it or excluded it?

Doctor WYMAN. Included it.

Mr. SMITH. If that is true, you are asking an increase of over \$200,000 this year, are you not?

Doctor WYMAN. Subtracting \$73,000 from \$198,000 and then adding \$100,000 for the immigration fund—is that what you mean?

Mr. SMITH. No; if you now say you need \$1,412,000, counting the immigration fund, then that is a direct increase of more than \$200,000 in one year, is it not?

Doctor WYMAN. Yes.

Doctor GLENNAN. We have to have this money if these things are itemized, to pay out regardless of whether we get it back or not. When we get this money back it will go into the Treasury, but the chances are they will be six months behind in reimbursing; therefore we have got to have money to meet these expenses.

Mr. SMITH. If we give you \$1,200,000 you would have all you spent last year.

Doctor GLENNAN. But the immigration service has grown.

Mr. SMITH. There is no increased expense to amount to anything in these estimates. I want to see whether there is any more \$200,000 increase in these estimates.

Doctor GLENNAN. Not on account of the Marine-Hospital Service.

Mr. SMITH. You don't claim that there is any such increase as that in the immigration service?

Doctor GLENNAN. Yes.

Mr. SMITH. In place of asking an increase of a small amount as appears here, \$22,000, on account of the segregation and other causes, the increase is more than \$200,000 over last year.

Doctor WYMAN. One hundred and ten thousand dollars is immigration service.

Mr. SMITH. No; you have \$73,000 of that \$110,000 last year; so the utmost you could say would be the difference between \$73,000 and \$110,000, which is your estimate for this year, and that would be \$37,000. That would leave you still more than \$160,000 of increase. That would be somewhere in the neighborhood of 12 or 15 per cent increase all along the line. Do you think that is necessary?

Doctor WYMAN. I don't think 12 per cent increase is necessary, but some increase is necessary.

Mr. SULLIVAN. What you had better find out is whether your total expenditure, including that for immigrant stations, was \$1,198,000 or \$1,198,000 plus \$73,000, which would make \$1,271,000.

The CHAIRMAN. Whether \$1,198,000 less \$73,000 reimbursed, or \$1,198,000 plus \$73,000.

Mr. SMITH. Yes. Your last figures make an increase of \$214,000.

Doctor WYMAN. We can get that from our bookkeeper. I will find out positively whether that was net, seventy-odd thousand dollars for immigration work was accredited in giving our sum total of cost of service or not. My impression was that \$1,198,000 was the net cost of the Service.

Mr. SMITH. After you put in the record whether the \$1,198,000 included the \$73,000 or not, upon the assumption that you seem to think now it was included, then your final estimate here of \$1,412,000 means an increase of \$214,000, if you say \$37,000 of that would be accounted for by increase of immigration allowance. You just explained to us that if the second statement was taken that \$110,000 must be added. If that is a mistake in making up this statement—

Doctor WYMAN. I think I am wrong.

Mr. SMITH. Don't you now acquiesce that after this statement was completed this \$110,000 matter was added, so that it was to be increased \$110,000 in order to cover it?

Doctor WYMAN. It says "of which sum \$110,000 shall be paid from the immigration fund."

Mr. SMITH. I wish you would find out, in addition to the other matter, whether at the time this statement, which is the second sheet you have given us, was made, you had in contemplation, in addition to the sum there given, the keeping under existing law of the reimbursement under the Immigration Service, because that is very vital. It makes a difference of more than \$100,000 whether you keep that, or whether you state at the time the figures were made that they were to be excluded.

Doctor WYMAN. All right.

APRIL 25, 1906.

AFTER RECESS.

PUBLIC HEALTH AND MARINE-HOSPITAL SERVICE—  
Concluded.

The CHAIRMAN. Now, Doctor, can you inform us as to whether or not that \$73,000 which was expended on account of the immigration service is included or excluded from the total expenditure of \$1,198,000?

Doctor WYMAN. It is included in the expenditure of \$1,198,000. It, however, is a long while in being reimbursed, six months or a year.

The CHAIRMAN. Why is that?

Doctor WYMAN. I do not know.

The CHAIRMAN. Whose fault is that?

Doctor WYMAN. I think it is between the Department of Commerce and Labor and the Auditor.

The CHAIRMAN. Are your accounts rendered promptly for this service?

Doctor WYMAN. Our accounts are rendered monthly now.

The CHAIRMAN. So your reimbursement is more frequent now under your present system than heretofore?

Doctor WYMAN. We haven't had a reimbursement for some time.

The CHAIRMAN. Has this delay in reimbursement embarrassed your Service to any extent?

Doctor WYMAN. No; but it might.

The CHAIRMAN. Have you taken any steps to ascertain the cause of the delay?

Doctor WYMAN. Yes; I have, and I have urged a more prompt settlement.

Mr. SMITH. Have you now ascertained, Doctor, whether when this estimate of \$1,312,000 was made you suppose you would also receive the reimbursement?

Doctor GLENNAN. It was supposed that it would come back into the Treasury, but we would not get it early enough to be available for use in that way.

Doctor WYMAN. We expected to have to pay out this much, and we expected to get finally a reimbursement, but the reimbursement was so slow in coming in that we can not count upon them as assets. That is the rule heretofore. Under this new plan that is proposed that will not be the case, because there will be a direct appropriation and we can call upon it; but the reimbursement has been so slow that we could not count upon it.

Mr. SMITH. I understand you now to say that the \$1,312,000 would be sufficient, without your getting any reimbursement?

Doctor WYMAN. I think so.

Mr. SMITH. If we take the reimbursement away from you, turn it into the Treasury, would you still say that \$1,312,000 would be sufficient?

Doctor WYMAN. I think that is correct.

Mr. SULLIVAN. And if that were done, Doctor, you would have a more clean-cut settlement than you have now. In other words, you would not have this hanging in the balance all the time.

Doctor WYMAN. Yes, sir.

The CHAIRMAN. At the same time, it would not correctly represent the aggregate expenditure of your Service that is strictly in line with the Marine-Hospital Service?

Doctor WYMAN. No; because we have to pay the money out.

The CHAIRMAN. And that money is paid out in connection with another service—namely, the immigration service.

Doctor WYMAN. Yes, sir.

Mr. SMITH. Suppose we gave you \$1,202,000 and provided that in addition thereto you should have \$110,000 in lieu of the reimbursement to be paid out of the head tax?

Doctor WYMAN. That would suit us, but I would like to just suggest to you that the amount from the head tax might possibly be increased. The immigration medical inspection is growing constantly. We are now spending \$105,000, and the demand for additional medical officers for immigration work at various ports is increasing. And the medical inspection of immigrants is becoming more stringent, and the demand for very stringent examinations is growing and in a greater number of places, so that while we spent \$73,000 for that last year, for the coming year if you could make it so that we would not be restricted—

The CHAIRMAN. Doctor, if we were to provide, as suggested by Mr. Smith, a sum in addition for any additional service required up to the limit of that service, would that meet any increase in service?

Doctor WYMAN. Yes, sir.

The CHAIRMAN. What we provide for, then, would be specifically for your service, leaving the service which you render for the Immigration Bureau dependent upon the extent of the service.

Doctor WYMAN. That would be excellent. I would like that very much.

Mr. SMITH. Take this second page of the proposed law with reference to that Bureau. I want to ask you out of what items this \$110,000, we will call it, should come in that statement?

Doctor WYMAN. Well, pay, allowances, and commutation of quarters for commissioned medical officers and pharmacists, and pay for all other employees; those two.

Mr. SMITH. That is, you say it should come out of the first two items of your statement that you sent in this morning?

Doctor WYMAN. Yes.

Mr. SMITH. In what ratio?

Doctor WYMAN. Well, I can not give that ratio at once. We can give you the number of men that we have on immigration duty.

The CHAIRMAN. Could you give us the amounts paid during the fiscal year 1905 from these three items on account of the service you have rendered for the Immigration Bureau? From which one of the three items the payment is made—pay of commissioned officers, pay of other employees, and traveling expenses?

Mr. SMITH. May I suggest that possibly the increase on the items would not be in the same ratio? And secondly, I would suggest that by furnishing what you ask upon the assumption of an allowance of \$110,000 for the immigration service, that the Doctor be requested to report to us how much should be subtracted from each of these items to distribute the \$110,000 through the estimates in the next fiscal year.

Doctor WYMAN. Can I send that in?

Mr. SMITH. We want you to take \$110,000 out of these estimates furnished this morning and tell us how much will come out of each item in these estimates.

Doctor GLENNAN. I see the point, but these officers here shift from time to time. They don't remain on duty all the time. We have a surgeon at one station now, and in July we may have an assistant surgeon at that station.

Mr. SMITH. I know that there might be slight variations; but you can estimate certainly what it would be. Can you cite us the statute that provides for these reimbursements?

Doctor GLENNAN. Section 17 of the act of March 3, 1903, the present immigration law.

Doctor WYMAN. Can you not make that more than \$110,000 for the immigration work?

The CHAIRMAN. How much do you estimate will be necessary?

Doctor WYMAN. We have been thinking it over a good deal, and I think we ought to have at least \$120,000. Of course we won't spend it if we don't need it, but we hate to have that limit and find the necessity for the employment of men.

#### FURNITURE AND REPAIRS.

The CHAIRMAN. Now, as to the item for furniture and repairs, \$10,000. On what do you base that estimate?

Doctor WYMAN. We base it partly upon the amount spent last year and partly upon an estimated increased amount needed the coming year.

The CHAIRMAN. For new furniture?

Doctor WYMAN. Well, yes; for new furniture of hospitals, hospital wards, and the residences of officers, and so forth.

The CHAIRMAN. How many hospitals have you in the aggregate?

Doctor WYMAN. Twenty-one.

The CHAIRMAN. Does that include furniture in your office here?

Doctor WYMAN. No, sir.

The CHAIRMAN. It includes furniture simply in the hospitals and the residences. Do you furnish the residences of the officers—the officers' quarters?

Doctor WYMAN. Yes, sir.

The CHAIRMAN. Furniture in the quarters?

Doctor WYMAN. Yes, sir.

#### PURVEYING DEPOT.

The CHAIRMAN. The next is purveying depot, purchase of medical, surgical, and hospital supplies, \$30,750.

Doctor WYMAN. That I explained to you before. That is less than we spent last year by a good deal, and I explained the reason.

The CHAIRMAN. The next is the rent of buildings or floor space for purveying depot in Washington, D. C., \$3,250. That is what you are now paying for the rent of the space occupied in the Union Building of this city for that purpose?

Doctor WYMAN. Yes, sir.

The CHAIRMAN. Have you made any inquiry to ascertain whether

you could obtain suitable quarters and of sufficient size to accommodate you for a less amount than you are now paying?

Doctor WYMAN. We have not made specific inquiry, but we have talked among ourselves as to whether we could probably obtain the requisite floor space at this figure.

The CHAIRMAN. Do you know how many feet of floor space you have?

Doctor WYMAN. Seven thousand six hundred square feet.

The CHAIRMAN. That is about 50 cents per square foot. How did you come to go to the Union Building?

Doctor WYMAN. We were told to go there.

The CHAIRMAN. Who told you to go there?

Doctor WYMAN. The Assistant Secretary of the Treasury.

The CHAIRMAN. Did you make the contract for this rental?

Doctor WYMAN. No, sir. He told us we would get the floor space free for this year—that is, so far as our fund was concerned.

The CHAIRMAN. Then the rent this year was not charged against you?

Doctor WYMAN. No, sir; they had it already leased, I understand, and they gave us the floor space.

The CHAIRMAN. Where did you have this purveying depot before?

Doctor WYMAN. In New York.

The CHAIRMAN. What is the nature of this service?

Doctor WYMAN. It consists at the present time in making contracts for medicines, drugs, surgical instruments, and supplies of various character, and shipping them to the various stations on requisitions. We obtain wholesale contract prices and keep a large amount in stock, and when we get the requisitions we fill them from the stock in hand.

The CHAIRMAN. In your experience have you found it more economical to maintain that purveying depot here than in New York City?

Doctor WYMAN. Yes, sir; but the service has been very materially decreased. We formerly purveyed for the Immigration Service and for the Coast and Geodetic Survey, for the Revenue-Cutter Service, and even for the Canal Zone for a while. We have lopped off all of that, and also lopped off purveying certain hospital supplies of a bulky character that we now require them to make local contracts for at the stations. Whether that is going to prove really more economical or not can only be determined by experience. But getting the rent free here and lopping off the utilities of the purveying depot to this extent has made the purveying depot cost less.

The CHAIRMAN. It naturally would, of course. You mean, of course, that the cost of administration is much less than when you were purchasing a great deal more for those different departments?

Doctor WYMAN. Yes.

The CHAIRMAN. Do you think that the cost of maintaining the purveying depot on the basis that it is now maintained would be greater in New York City than at Washington if you had to pay rent here?

Doctor WYMAN. I think the cost of rent would be very much higher in New York City than in Washington.

Mr. SULLIVAN. Wouldn't there be a great advantage in having a central location, like New York City, for purposes of distribution throughout the United States?

Doctor WYMAN. That is one reason why we went there.

The CHAIRMAN. From the standpoint of convenience, it would be preferable?

Doctor WYMAN. Yes, sir.

The CHAIRMAN. Have you taken into consideration the question of transportation?

Doctor WYMAN. Yes, sir.

The CHAIRMAN. Is not the item of transportation less in New York than here?

Doctor WYMAN. It is.

The CHAIRMAN. What rent did you pay in New York when the depot was maintained there?

Doctor WYMAN. Six thousand dollars at first; later, \$7,000.

The CHAIRMAN. How did your floor space there compare with the floor space you now occupy?

Doctor WYMAN. It was a good deal more.

The CHAIRMAN. You needed larger quarters then because of the more extensive business?

Doctor WYMAN. The functions were larger; yes, sir.

Mr. SULLIVAN. How much more floor space did you have in New York?

Doctor WYMAN. About four times the size, I think.

Mr. SULLIVAN. Then, measured by floor space, the rent was actually cheaper.

Doctor WYMAN. That may be.

Mr. SULLIVAN. The rental was \$6,000 in New York, as compared with \$3,250 here, and the floor space there was four times as much as here, which would make it appear that the rent here is about twice as much as there, measured by floor space. Now that you have begun to pay rent here, it seems that the advantages of having a central point for shipment, together with the increased advantages of New York City as a railroad center, would require, in the interest of good service, that the depot be established there.

The CHAIRMAN. Who initiated this transfer from New York to Washington?

Doctor WYMAN. The Assistant Secretary.

The CHAIRMAN. What is his name?

Doctor WYMAN. Mr. Taylor.

The CHAIRMAN. Did he consult you?

Doctor WYMAN. Yes; he consulted me, and I made my report to him as to why I thought we should remain where we were to better advantage.

The CHAIRMAN. Why you should remain in New York to better advantage?

Doctor WYMAN. Yes, sir.

The CHAIRMAN. Notwithstanding your recommendation the change was made?

Doctor WYMAN. The change was made.

The CHAIRMAN. In view of the reduction in the service, do you think, taking into consideration the matter of convenience and transportation, that it would be more economical to maintain the purveying depot in New York City than in Washington?

Doctor WYMAN. I can not believe it will be more economical; at any rate I would prefer, inasmuch as the change has now been made,



while it makes no particular difference to me, still I think it would be well to continue doing the work here and see whether it will be more economical. Later on we might make a recommendation for removal to New York again.

The CHAIRMAN. What has become of the remainder of the service that you had formerly rendered, purveying for the different departments; where is that done?

Doctor WYMAN. Well, the Army Medical Department is purveying for the medical department of the Canal Zone, and is also purveying for the immigration service.

The CHAIRMAN. Who is purveying for the Revenue-Cutter Service?

Doctor WYMAN. There is not much medical purveying for them. We have not purveyed for them since that time at all. I don't know; I think probably they make their own purchases.

Mr. SULLIVAN. Where is the army purveying depot?

Doctor WYMAN. In New York; in the business section of New York.

Mr. SULLIVAN. Where the rents are high?

Doctor WYMAN. Yes, sir.

Mr. SULLIVAN. They find it to be of advantage to remain there?

Doctor WYMAN. Yes, sir; I think so.

Mr. SULLIVAN. What are your total purchases annually for medical supplies?

Doctor WYMAN. Eighty-eight thousand dollars.

Mr. SULLIVAN. Do you think that you could get floor space in New York City of the same size as this for about the same rental, \$3,000?

Doctor WYMAN. I doubt it.

Mr. SULLIVAN. You used all of your floor space, then?

Doctor WYMAN. Yes.

Mr. SULLIVAN. Now, you say you believe in waiting to see whether this system will be more economical than the one which had its location in New York. Have you any reason to believe that it will be more economically administered from Washington than New York?

Doctor WYMAN. In the long run?

Mr. SULLIVAN. Yes.

Doctor WYMAN. I think it is very problematical in the long run. Since this change was made we have decreased our functions—that is, the number of services.

Mr. SULLIVAN. I am speaking now of the diminished service, your present status?

Doctor WYMAN. I believe it is a little more economical here, because we haven't any medical officers in the depot here. If we were there we would have to have a medical officer there.

Mr. SULLIVAN. You don't have to have one here?

Doctor WYMAN. No; because we utilize one of the officers in the bureau to supervise the purveying depot here.

Mr. SULLIVAN. Does that same condition exist in the War Department; do they have to have a medical officer there?

Doctor WYMAN. Oh, yes; they have a medical officer of high rank over there.

Mr. SULLIVAN. And they could dispense with one here, the same as you do.

Doctor WYMAN. If they have it done here the same as we do?

Mr. SULLIVAN. No; I mean if they establish their purveying depot here they could dispense with the medical officer, just as you do.

Doctor WYMAN. I don't know.

Mr. SULLIVAN. Why not?

Doctor WYMAN. Well, I don't know what available officers they have to give attention to their duty.

Mr. SULLIVAN. Why couldn't they have an officer as well as you have one?

Doctor WYMAN. They possibly could.

The CHAIRMAN. You say that during this fiscal year you occupied this Union Building rent free. Do you mean by that that you are not paying or that the owner of the building is giving it to the Government free?

Doctor WYMAN. I didn't mean either. I mean that the Treasury Department, as I understand it, had leased that building; at any rate they told us that there would be no charge against our fund for rental there. They already had it under their control and we were told to go in there.

The CHAIRMAN. Then your understanding is that they rented the building at a gross rent, and that they had space enough there over and above what they really needed to enable you to occupy this space for your purveying depot?

Doctor WYMAN. That is it; yes, sir.

The CHAIRMAN. And the Treasury Department is simply giving you the use of the building free without charging it to your appropriation, and the Treasury Department is paying the owner of the building for the gross amount of rent; is that your understanding?

Doctor WYMAN. That is my understanding.

Mr. SULLIVAN. Why do they charge you rent now? Are you going into another building?

Doctor WYMAN. We don't know. This present arrangement exists until June 30, 1906.

Mr. SULLIVAN. Do you expect to stay in this same building?

Doctor WYMAN. I don't know whether we can or not. I am inclined to think that the Treasury Department will not lease it next year. At any rate, we would have to lease floor space there or somewhere else.

Mr. SULLIVAN. If you stay there, you will have to pay rent?

Doctor WYMAN. Yes; if we stay there.

#### HYGIENIC LABORATORY.

The CHAIRMAN. The next item is "For maintaining the hygienic laboratory, \$16,000." Where is that laboratory?

Doctor WYMAN. On the other side of the War Department building.

The CHAIRMAN. What does that item include—salaries?

Doctor WYMAN. No; it includes the running expenses of the laboratory—fuel, light, and water. It is a hygienic laboratory in which there are a number of investigations made relating to public health. There are four divisions of it—a laboratory of bacteriology, one of chemistry, pharmacology, and one of medical zoology. We have to equip the different divisions, and have to supply material to them of

various kinds—drugs, chemicals, and even animals for experimentation. This is based largely on what was spent last year and the new division of chemistry.

#### MAINTENANCE OF MARINE-HOSPITAL STATIONS, ETC.

The CHAIRMAN. The next item is, "For maintenance of marine-hospital stations, including subsistence and for all other necessary miscellaneous expenses which are not included under special heads, \$255,000." What do you include in that item, "Maintenance of marine-hospital station?"

Doctor WYMAN. Subsistence, etc.

The CHAIRMAN. That is included subsequently.

Doctor WYMAN. The item reads first, maintenance of marine-hospital stations.

The CHAIRMAN. Then you say including subsistence and for all other necessary miscellaneous expenses which are not included under special heads. Outside of subsistence, which is specifically mentioned, what do you include in that item?

Doctor WYMAN. Ambulance service, telephone service, telegraph service, burials, rent for officers, miscellaneous articles such as cooking utensils, repairs to surgical instruments, etc.

The CHAIRMAN. Does the Government furnish subsistence to men in charge of these hospitals?

Doctor WYMAN. No, sir.

The CHAIRMAN. Does the item of subsistence then refer to subsistence of patients?

Doctor WYMAN. Yes, sir; and attendants, of course; also the pharmacists, but not the medical officers.

The CHAIRMAN. You do furnish subsistence to a pharmacist?

Doctor WYMAN. Yes; but not for his family; just for the pharmacist.

The CHAIRMAN. How do you arrive at the amount of allowance to make for just one alone?

Doctor WYMAN. For one man we have a ration that he is entitled to draw.

The CHAIRMAN. Can they commute the ration?

Doctor WYMAN. No, sir; they have either to draw their cooked or uncooked rations. There is no commutation at the hospitals.

The CHAIRMAN. Is \$255,000 the amount that you expended for that service in 1905?

Doctor WYMAN. Yes. It is based upon the expenditure. I can not say that it is exactly the same amount, but it comes very close to it.

#### MEDICAL EXAMINATIONS, ETC.

The CHAIRMAN. The next item is for medical examinations, care of seamen, care and treatment of all other persons entitled to relief at other than marine hospitals, and to be used for like purposes as were the tonnage taxes prior to July 1, 1906, \$185,000. How do you arrive at that estimate?

Doctor WYMAN. There were a number of hospitals where we cared for the seamen by contract. Then there are the insane patients, the rent of offices at a number of stations where we don't have regular hospitals.

## PER CAPITA COST OF PATIENTS.

The CHAIRMAN. How does the cost of taking care of patients at contract hospitals compare with the cost of taking care of patients at the Government hospitals?

Doctor WYMAN. In general, take the service through, if you based it on the contract system and base an estimate on the running service as it is now, it is just the same, and a little bit in favor of the present system.

The CHAIRMAN. Do you mean by that that the cost at Government marine hospitals is a little less than the contract hospitals?

Doctor WYMAN. I mean that to take the entire service it costs less to operate it as now than to substitute the contract system.

The CHAIRMAN. What is the per capita cost?

Doctor WYMAN. Do you mean the subsistence ration a day?

The CHAIRMAN. Including everything.

Doctor WYMAN. About \$1.62 a day, on the average.

The CHAIRMAN. At the marine hospital?

Doctor WYMAN. Yes, sir.

The CHAIRMAN. What do you pay at the contract hospital?

Doctor WYMAN. Various prices. Perhaps the average would be \$1.00 a day, but for board, lodging, and nursing only.

Doctor GLENNAN. Exclusive of medical and surgical attendance.

The CHAIRMAN. Do you supply medical attendance in addition to that, or do these contract hospitals supply the medical attendance?

Doctor GLENNAN. We furnish the medical and surgical attendance.

The CHAIRMAN. At the contract hospital?

Doctor GLENNAN. Yes, sir.

The CHAIRMAN. With that medical attendance added, what would be the cost at the contract hospitals?

Doctor WYMAN. It is difficult to make a comparison between the contract hospitals and the marine hospitals. The medical officer at the Marine Hospital station is on duty all the time, while at most of the contract stations the contract physician gives but a portion of his time.

The CHAIRMAN. In arriving at your estimate for per capita cost of keeping patients in Government hospitals, what do you include; what do you charge to that cost, merely subsistence, medical attendance?

Doctor WYMAN. No; we estimate the subsistence, the fuel, light, and water, the medical attendance—practically everything.

The CHAIRMAN. Do you include in your estimate depreciation on the cost of the plant?

Doctor WYMAN. No.

The CHAIRMAN. Do you charge any part of the general service of the marine hospital to that cost?

Doctor WYMAN. Repairs and preservation?

The CHAIRMAN. Yes; and administration.

Doctor WYMAN. The administration we do, but not repairs and preservation. We don't count those in as a part of the cost of maintenance.

The CHAIRMAN. No. Do you charge any part of the cost of repairs and maintenance to the per capita cost of the treatment of the patient of the Government hospitals?

Doctor WYMAN. I think not.

Mr. SULLIVAN. Can either of these gentlemen answer definitely that question?

Doctor WYMAN. No; we do not. No part of the cost of repairs and preservation.

Mr. SMITH. Who made up the figures you referred to this morning in which you said that the cost of the Government hospitals and the cost of the contract hospitals was substantially identical?

Doctor WYMAN. That is not exactly the way I put it. I said the cost of maintaining the Service under the present system—that is, maintaining our present marine hospitals—is no higher than the cost would be of maintaining the Service with the contract system substituted for the hospitals.

Mr. SMITH. Who made up these figures?

Doctor WYMAN. They were made up in our office.

Mr. SMITH. I infer from your answers now that you did not personally make them up?

Doctor WYMAN. I personally went over them. I did not personally go to the books and dig them out, but I personally examined the figures, and they were gotten up under the personal supervision of Doctor Glennan.

The CHAIRMAN. You have not included all the elements of cost of maintaining the Marine-Hospital Service in your estimates of per capita cost of treating patients in Government hospitals. Do you think your estimate as to that cost is a reliable one?

Doctor WYMAN. I think it is.

The CHAIRMAN. You have how many hospitals in the United States?

Doctor WYMAN. Twenty-one.

The CHAIRMAN. You have an aggregate appropriation of \$1,200,000, in round figures. One hundred and ten thousand dollars of that you may say is for the use of the immigration service. The remainder of it, in round numbers, say a million dollars, is charged to the Marine-Hospital Service. All of that money goes to the maintenance of these hospitals, the care and treatment of the inmates, their subsistence, and the attendance; also repairs and maintenance of buildings, and administration here in Washington. Should not all of the cost represent the cost of treating the aggregate number of patients in these 21 hospitals?

Doctor WYMAN. With two exceptions. Not only the 21 marine hospitals, but there are a number of other contract stations where we treat patients in contract hospitals. The administrative functions in Washington cover much more than the administration of marine hospitals and relief stations.

The CHAIRMAN. Now, in order to arrive at the cost, deducting the amount expended for immigration service, the amount of cost of quarantine service which is under your jurisdiction, that would not give you then—that balance would be the actual cost of treating and caring for the patients in the marine hospitals, would it not?

Doctor WYMAN. Marine hospitals and relief stations.

The CHAIRMAN. And then deducting also the amount expended in your contract hospitals, the balance after making these three deductions—the immigration service, the contract hospital service, and the quarantine service?

Doctor WYMAN. The quarantine service would not come in. We have a special appropriation for that.

The CHAIRMAN. That is right. But deducting these two items, then, the balance is the cost of maintaining the number of patients that are treated and cared for; or that is the cost of treatment and maintenance and subsistence of the patients that are cared for in the hospitals?

Doctor WYMAN. That would seem true at first thought; but the medical officers who treat those patients, and whose salaries add largely to the expense of the marine-hospital fund proper, are doing duty at the same time of a very important character for other branches of the Service.

The CHAIRMAN. What other branches of the Service?

Doctor WYMAN. We examine all pilots as to color-blindness. We examine physically all the crews and the surfmen and the captains of the Life-Saving Service. We examine the officers and cadets of the Revenue-Cutter Service, or those who are trying to enter that Service. We also perform certain sanitary measures on merchant-marine vessels, we furnish surgeons on the revenue cutters, we serve on boards of various characters for deciding upon the physical condition of officers of Revenue-Cutter Service, and sometimes other officers of the Treasury Department, also physical examinations for the Canal Zone. Moreover, we are engaged very largely in aiding other services. We make examinations in New York, for instance, of applicants for the civil service, and there are other duties that these officers are called upon to perform. Their headquarters are at the hospitals, and their salaries are charged up against the hospital service, but they are more than simply marine-hospital surgeons.

The CHAIRMAN. Do they receive any compensation for any part of this service, other than their salaries?

Doctor WYMAN. No, sir.

The CHAIRMAN. Could you not form a reasonable and accurate estimate of what this service that you now speak of costs the Government?

Doctor WYMAN. Well, it would take some time to do that.

The CHAIRMAN. If you went at it to ascertain accurately what it is costing the Government to treat and care for the patients in the marine hospitals of the United States, you could, by eliminating two items that I mentioned a moment ago—the contract service and the immigration service—and then approximately estimate the time which is employed by these employees of the Marine-Hospital Service and the outside service that you now speak of—that would give you the balance, the total cost of the treatment and care of patients in the hospitals, would it not?

Doctor WYMAN. In a general way, I should say yes.

The CHAIRMAN. How many patients did you treat in the 21 marine hospitals in the fiscal year 1905?

Doctor WYMAN. About 57,000 altogether, in marine hospitals and relief stations. We could prepare those figures in a statement for you, but we haven't got it now. The statistics are not arranged according to the division that you request.

The CHAIRMAN. I just wanted the number of patients that you treated.

Doctor WYMAN. Generally speaking, we treat about 57,000 annually.

Doctor GLENNAN. That would not be a fair estimate anyway, because one patient might be in a week, another six months. The number of days' relief would have to be given.

Mr. SULLIVAN. I understand the difficulty you experience in arriving at an accurate estimate of comparative cost of treating patients at the Government hospitals and in hospitals under the contract system is that medical officers in attendance at Government hospitals perform other duties than attending to patients, and that you charge the entire salary of these medical officers to the Government hospitals.

Doctor WYMAN. Yes.

Mr. SULLIVAN. Whereas in order to get your estimate accurate, you have to find out the proportion that the medical attendance of such officers would bear to the total service performed for the Government and estimate accordingly. Now, in leaving out that element, I take it that the three main elements are alike under the two systems—that is, subsistence, medical attendance, including nursing, and fuel, light, and water. Those three are alike under the two systems, are they not?

Doctor WYMAN. No; under the contract system we don't have to have fuel, light, or water.

Mr. SULLIVAN. Of course you don't have to have it, but the people who maintain the hospitals do have to have it, and they have to have subsistence for the patient. Subsistence, fuel, and water, those three elements are alike in both cases. No, at these contract hospitals you say you supply the medical attendance.

Doctor WYMAN. At most of them.

Mr. SULLIVAN. I understood that the Government physician did it all; that you furnished that to them.

Doctor WYMAN. Practically, we do.

Mr. SULLIVAN. So that we can eliminate the element of medical attendance in making this comparison. Now, if you are going to make this estimate, I want to ask you if you will not take into consideration these elements which exist in the case of the contract hospitals, and which you have omitted in your calculations, namely, the cost of the land for the Government hospital, the cost of the building of the Government hospitals, and the cost of repairs upon the Government hospitals; those three elements. And in addition, take into consideration the profit which the contract hospital makes, and which the Government hospital does not make, in the care of patients. Now, then, if you have all of those elements you can arrive at a fair working estimate of the comparative cost of the two. There may be other elements, and if there are I wish you gentlemen would suggest them, so that we may have it all in the record. Do either of you gentlemen think of any other elements?

Mr. HUDDLESON. I think that is all.

Doctor GLENNAN. No.

The CHAIRMAN. The last item is for the purchase of books and journals for the use of the Public Health and Marine-Hospital Bureau. \$500. That is the usual appropriation, I suppose.

### QUARANTINE SERVICE.

The CHAIRMAN. Page 58, quarantine service. For the maintenance and the ordinary expenses, including pay of officers and employees of

the quarantine stations named, including the Hawaiian Islands and Porto Rico. I observe that your estimate for the coming fiscal year under this item is \$40,000 less than the current appropriation.

Doctor WYMAN. My estimate, as I sent it in to the Secretary, was for \$340,000. When the printed estimate came, I saw it had been reduced to \$300,000. I spoke to Assistant Secretary Taylor about it, and I told him that we simply could not run the quarantine service on that appropriation, and he told me that I was at liberty to make my statement before the committee. I don't know on what principle they cut out \$40,000. Our total expenditures for this year would come up, as far as we can accurately determine, to at least \$338,000.

The CHAIRMAN. To what extent was that expenditure on account of the yellow-fever epidemic at New Orleans?

Doctor WYMAN. None whatever. This is the regular quarantine maintenance appropriation—for maintaining the United States quarantine station.

The CHAIRMAN. I didn't know but what your expenditures during the current fiscal year were greater on account of that.

Doctor WYMAN. Not appreciably.

Mr. TAYLOR. I see you have some increased stations here—Port Inglis, Punta Rassa, San Pedro, and Santa Barbara, Eureka, and substations on the Columbia River.

Doctor WYMAN. The following additional stations now payable from the epidemic fund have been estimated for the new appropriation for the quarantine service for 1907: Four substations of Columbia River quarantine in the State of Oregon. They are new stations. They are small stations, but they amount to \$600 a year. Then we have Punta Rassa, Fla.; Santa Barbara and San Pedro, Cal.; and Port Inglis, Fla., and Eureka, Cal., so that our actual expenses for the next year will be, so far as we can ascertain, \$343,000, and this appropriation should be made accordingly. It should be at least \$345,000.

The CHAIRMAN. You will spend, you say, \$343,000 during this year?

Doctor WYMAN. Three hundred and thirty-eight thousand two hundred and sixty-five dollars.

The CHAIRMAN. How much did you expend during the fiscal year 1905?

Doctor WYMAN. I think there was about one thousand or eighteen hundred dollars turned in. Another reason for asking for more this year is on account of our floating property, which this year we have not spent a great deal of money on, but which next year we ought to spend more on.

The CHAIRMAN. Have you an estimate of the increased expenditure, in the event that the quarantine bill passes the House, which carries an appropriation of \$500,000 for the purchase of State quarantine stations?

Doctor WYMAN. Yes; if that bill goes through as I understand the measure, it is contemplated that the Government shall obtain control of the quarantine plants at Galveston and Sabine Pass in Texas, New Orleans, La., Mobile, Ala., and Charleston, S. C. The \$500,000 to be appropriated under that bill I understand is to provide for the purchase of these plants, and I suppose also for the maintenance of



the quarantine stations after we get them, as well as other measures which are to be put in force.

The CHAIRMAN. How many of the present quarantine stations did the States donate to the Government of the United States?

Doctor WYMAN. No State has donated any quarantine station to the Government.

The CHAIRMAN. They have not?

Doctor WYMAN. No, sir.

The CHAIRMAN. Have any of them in fact donated by giving a deed to the property to the Government for a nominal consideration?

Doctor WYMAN. No, sir; they have leased them to us for a nominal consideration, but when it comes to turning them over the rule has been that an appraiser has been appointed by the Treasury Department and one by the State and they choose another, and an appraisal of the property is made, and then the amount necessary for the purchase of the property is set before Congress and an estimate for an appropriation is made.

The CHAIRMAN. Can you give the committee any estimate of what the Government had to pay for the State quarantine stations, approximately, for those that have been acquired?

Doctor WYMAN. There were 17 quarantine stations in Florida. It is all a matter of record, but the price was not very much.

The CHAIRMAN. Do you mean to say that where the States in the past have maintained quarantine stations the Government of the United States came in and proposed to take those quarantine stations and maintain them and bear all of the cost of maintenance and give to the States a quarantine service superior to that which they had under their own system, and in addition to that they demand of the Federal Government compensation for their property?

Doctor WYMAN. Yes; they have.

#### PRINTING ON ACCOUNT OF QUARANTINE SERVICE.

The CHAIRMAN. The next item here is an expenditure of not to exceed \$500 which may be incurred during the fiscal year 1907 for printing on account of the quarantine service at times when the exigencies of that service require immediate action and chargeable to the appropriation "Preventing the introduction and spread of epidemic diseases." That simply means that in the event of an emergency demanding additional printing over and above that which is authorized under other appropriations that you can, out of this epidemic fund, appropriate \$500 for that purpose?

Doctor WYMAN. Yes. We are supposed to get printing done in the Government Printing Office, and we want to have it done right at the place sometimes.

The CHAIRMAN. Do you recommend the striking out of the next paragraph, on page 59, for books and journals for use of the Public Health and Marine-Hospital Bureau?

Doctor WYMAN. I think that is included in our estimate for the Service. I don't know why that was put in brackets, but I looked at it to-day, and I concluded that it was provided for in the proposed appropriation for the Service. We had it in for books and journals for use of the Public Health and Marine-Hospital Service, so that it need not be put in there if it is put in the other place.

## PREVENTION OF EPIDEMICS.

The CHAIRMAN. The next item is the prevention of epidemics. An appropriation is there made to be disposed of in the discretion of the President of the United States in cases where the emergency is such as to justify it, which is described in this paragraph. I observe that you estimate there shall be appropriated for this fund \$200,000 in connection with the current appropriation. How much of a balance have you in this fund?

Doctor WYMAN. On the 31st of March we had about \$142,000.

The CHAIRMAN. How much do you usually have?

Doctor WYMAN. Well, it varies. We ask for this increase in this epidemic fund according to the condition of the fund. Sometimes we won't ask for any addition to it at all. This year we have asked for \$300,000.

The CHAIRMAN. Will you prepare and furnish us a statement, for the record, of the expenditures out of this fund for each year during the past five years?

Doctor WYMAN. Very well.

The CHAIRMAN. Including the expenditure during the fiscal year, which included the yellow-fever epidemic at New Orleans, and then the surplus you had.

Mr. SMITH. You spoke about asking for an increase when your fund has become depleted. Has it, in fact, been seriously depleted by the epidemic?

Doctor WYMAN. Oh, yes: by reason of the epidemic in New Orleans; yes, sir. One hundred and forty-three thousand dollars we had on the 31st of March.

The CHAIRMAN. How much did you have at the beginning of the fiscal year?

Doctor WYMAN. July 1, 1905, \$331,000.

The CHAIRMAN. And on the 1st of April about how much?

Doctor WYMAN. About \$142,000.

The CHAIRMAN. You are familiar with the appropriation contained in the bill that passed the House and is now in conference between the two Houses. Is the \$500,000 appropriated by that bill available under this emergency fund?

Doctor WYMAN. No, sir.

The CHAIRMAN. Or any part of it?

Doctor WYMAN. The \$500,000 relates only to the yellow fever. This emergency fund relates to yellow fever, cholera, smallpox, typhus fever, and bubonic plague. I will add, it is very necessary to make that appropriation of \$300,000. Very few people realize the dangers to which we are subjected by the importation of bubonic plague, cholera, and yellow fever from abroad. Bubonic plague is threatening us all the time, and we should have the funds necessary to take preventive measures.

Yellow fever is provided for in that \$500,000, but how much of it can be used for keeping out yellow fever I do not know. There has got to be other uses to which that \$500,000 is to be put rather than the exclusion of yellow fever. The sanitation comes in under that—sanitation to prevent the breeding of mosquitoes. And there is also the necessary purchase of quarantine stations. This epidemic appropriation ought to be considered a matter apart from the other.

Mr. TAYLOR. If the quarantine bill, with its appropriation, passes at this session, you would not need it then?

Doctor WYMAN. Yes, sir; I think we should have it.

Mr. TAYLOR. You should have that \$300,000 now for general epidemic purposes?

Doctor WYMAN. Yes, sir.

Mr. TAYLOR. The other being applicable to special conditions?

Doctor WYMAN. Yes; that is right.

The CHAIRMAN. Doctor, if the bill which is now pending should become a law, is there any reason why that appropriation of \$500,000 should not be available for any purpose in connection with the quarantine service in preventing epidemics?

Doctor WYMAN. The bill itself says that it relates only to the question of yellow fever.

The CHAIRMAN. I know; but if it was fixed so that it would be available for general quarantine service in preventing epidemics, would there be any necessity, then, of appropriating this \$300,000 additional?

Doctor WYMAN. I think there is a necessity to appropriate this \$300,000 apart from the \$500,000 carried by the quarantine bill.

The CHAIRMAN. Would there be any necessity for it if this was made available for epidemics generally?

Doctor WYMAN. Yes, sir; there would be necessity for this appropriation.

Mr. SMITH. As a matter of fact, did not the State of Louisiana pay something like \$400,000 in taking precautions against yellow fever last year?

Doctor WYMAN. I think they raised \$250,000 in helping to suppress yellow fever—doing the sanitary work. They furnished the materials and helped to furnish the labor to our office during that epidemic.

The CHAIRMAN. How can you administer that \$500,000 appropriation and make it applicable to yellow fever alone? If you go out and board a vessel for the purpose of detecting or discovering yellow fever and should discover bubonic plague, would you make a different charge from that which you would make in the event you found yellow fever?

Doctor WYMAN. No, sir. Of course if we get these quarantine stations under this yellow-fever act we should certainly use them for the exclusion of other diseases besides yellow fever, but we could do that under the law as it exists now.

Mr. TAYLOR. But you would charge whatever expense was incurred on account of bubonic plague to this fund and not to the yellow-fever fund?

Doctor WYMAN. Yes, sir.

The CHAIRMAN. Do you want this \$500,000 tied up for the purpose only of detecting and destroying yellow fever?

Doctor WYMAN. I think it should be left just as it is appropriated in that bill. I think it will all be needed.

The CHAIRMAN. I do not see why it would not be better for your Service to include also for the purpose of detecting and keeping out other diseases?

Doctor WYMAN. Our quarantine maintenance funds pay for the running of our present quarantine stations as we have got them, and

we keep out all diseases. This fund would have to be used for the running expenses of these four or five local quarantine stations which we expect to get and maintain.

The CHAIRMAN. You do not intend to maintain those only in connection with keeping out yellow fever?

Doctor WYMAN. They are particularly yellow-fever quarantine stations, but of course we would not hesitate to keep out any other diseases that came along. We have to make the inspection for yellow fever anyhow and in doing that we really inspect for every other disease.

The CHAIRMAN. Certainly. I can not see why this \$500,000 could not be available for your general quarantine service and how you could possibly use it and keep it entirely separate and distinct from your other appropriations for the same service.

Doctor WYMAN. It is for carrying out the provisions of the act. That \$500,000 is to acquire those stations and administer them.

The CHAIRMAN. But the general law requires you, in connection with your service, to make investigations and keep out yellow fever at all the other stations in connection with the detection of all other epidemic diseases and in connection with keeping them out?

Doctor WYMAN. Yes, sir.

The CHAIRMAN. And you would perform the same service at these five new stations, if we get them, that you are performing at all the other stations, would you not?

Doctor WYMAN. Yes; but they have not been appropriated for. Where would we get the money for running them? We have not put them into this quarantine maintenance fund and enumerated them there, because we have not got them yet. But if we get them, then the only fund available to run them would be this fund.

## LEPROSY IN HAWAII.

May I be allowed to bring up one matter which the Secretary of the Treasury invited your attention to? I see no reference to it, however, published in a public document. Here is his letter to you [reads]:

TREASURY DEPARTMENT,  
Washington, January 29, 1906.

To the CHAIRMAN COMMITTEE ON APPROPRIATIONS,

*House of Representatives.*

SIRS Referring to an act to provide for the investigation of leprosy with special reference to the care and treatment of lepers in Hawaii (59th Cong., 3d sess.), I have the honor to invite your attention to section 5 of the said act, which states:

"That the sum of \$100,000 is hereby appropriated from any money in the Treasury not otherwise appropriated for the erection of the necessary buildings and other equipment, and \$50,000, or so much thereof as may be necessary, for the maintenance and pay of all officers and employees during the fiscal year ending June 30, 1906."

I am informed by the Surgeon-General of the Public Health and Marine-Hospital Service that a transfer of funds has been made to the books of the Supervising Architect, Treasury Department, for the erection of the necessary buildings, and that the nomination of a chief, or director, of the experimental station has been submitted and will receive the approval of the Department. It has been impossible to secure the services of a fit person to be director or chief of the experimental station at an earlier date.

Upon the suggestion of the Surgeon-General, I have to recommend that the balance of the said \$50,000, or as much thereof as may be necessary, provided for maintenance and pay of all officers and employees during the fiscal year ending June 30, 1906, be reappropriated and be available for like purposes during the fiscal year ending June 30, 1907.

Respectfully,

L. M. SHAW, *Secretary*.

The \$50,000 was appropriated for the maintenance of the institution for the present fiscal year, and we have been able only to use a very small portion of it—the salary of the director who has been appointed.

The CHAIRMAN. I suggest that you call the attention of the Treasury Department to the fact that that communication has not been officially communicated to Congress or to the committee, and that the Secretary ought to communicate to Congress in the regular way, and make such recommendations as he may see fit to make.

Doctor WYMAN. This is a copy that I have read. I understood this came over to you.

The CHAIRMAN. Is that printed?

Doctor WYMAN. No, sir; it is not printed.

Mr. TAYLOR. Please state, Doctor, what hospitals for leprosy there are in the United States or in its possession?

Doctor WYMAN. There is no Government hospital for lepers. There are several—three or four—State institutions—one in Louisiana, one now in Massachusetts, and a leper colony under the Territorial government of Hawaii.

Mr. TAYLOR. Only two within the United States—Louisiana and Massachusetts? There is none in New York?

Doctor WYMAN. There is none in New York.

Mr. TAYLOR. I ask because I had a leper patient whom I brought to your attention, from Alabama, and there was no possible way of obtaining any place in the United States for the treatment of that patient.

Doctor WYMAN. We ought to have one, and I believe that eventually Congress will give us that bill which was defeated.

Mr. TAYLOR. I made application to the State of Louisiana, and the State declined to receive any lepers outside of their own jurisdiction.

Mr. BROWNLOW. There is a pretty serious condition now in that regard at one of the Branch Homes for Disabled Volunteer Soldiers. You see we have 3,000 members at the Northwestern Branch of the National Soldiers' Home that are exposed there to a case of leprosy which exists in that Home. Of course we have the man quarantined; we have him off to himself; but you understand how anybody would become panicky at hearing of a case of that sort. I do not know anything about the subject. I only knew that we were confronted with that condition.

Doctor WYMAN. In a number of States they have an isolated case or two, and they take care of them and keep them from the public; but it would be a great boon to the States if there were a general reception hospital for lepers under the control of the Government.

MONDAY, April 23, 1906.

## LIGHT-HOUSES, BEACONS, AND FOG SIGNALS.

### STATEMENTS OF CAPT. URIEL SEBREE, NAVAL SECRETARY, AND LIEUT. COL. DANIEL W. LOCKWOOD, ENGINEER SECRETARY, OF THE LIGHT-HOUSE BOARD.

The CHAIRMAN. Page 61, at the bottom, "Light-houses, beacons, and fog signals." Captain Sebree, what is your connection with the Light-House Service?

Captain SEBREE. I am naval secretary of the Light-House Board. Colonel Lockwood, who accompanies me, is the engineer secretary of the Board. We are two of the executive officers.

The CHAIRMAN. Colonel Lockwood of the Army and you of the Navy?

Captain SEBREE. Yes, sir.

The CHAIRMAN. By whom were these estimates prepared?

Captain SEBREE. By Colonel Lockwood and myself.

The CHAIRMAN. Personally?

Captain SEBREE. Yes, sir; as the executive officers of the Board. The Board meets once a month, and we submitted these estimates before they went to the Secretary of Commerce and Labor.

The CHAIRMAN. What information did you have before you in making up these estimates to determine the amount that was necessary to estimate for the fiscal year 1907?

Captain SEBREE. Do you mean the general estimates, or this particular one?

The CHAIRMAN. The general estimates.

Captain SEBREE. We have the report from the light-house inspector and the light-house engineer in each of the eighteen districts. There are really sixteen districts, and the Porto Rico and Honolulu are sub-districts. We have the estimates of those officers which are submitted to the Board before July 1, and from their reports we make up the estimates for the Light-House Service, considering their reports, not necessarily taking them.

The CHAIRMAN. You don't accept their judgment as final?

Captain SEBREE. No; we cut those down in some cases; we never increase them.

### GUAM LIGHT-HOUSE SERVICE.

The CHAIRMAN. Now, the first item is new, and is "For the Guam light-house service, establishing and maintaining lights, day marks, and buoys in the waters about the island of Guam, and so forth. \$25,000." Will you state to the committee, Captain, whether the necessity for this appropriation is urgent?

Captain SEBREE. They have buoys at the island of Guam now. It is under the Navy Department, and we have had reports from the governor there requesting two light-houses, one at the entrance of the harbor and one at the north end of the island. That was referred by the Secretary of the Navy to the Light-House Board. Our estimate on that is not close. We got an Executive order issued by the President putting the island of Guam under the Light-House

Board, and that order carried the directions for making the estimates. I have been to Guam myself. I went in there on a battle ship, but was there only one day. This is an estimate for \$25,000. We have had nobody go there to make a close estimate, but we could certainly build one, although I don't think we could build two for this money. But this is a starter to build light-houses and put down the necessary buoys.

The CHAIRMAN. Is there much commerce there?

Captain SEBREE. There is not a great deal of commerce. It is on the line from Honolulu to the Philippines. The army transports call there each way, I think. Outside of the Government vessels, I think there is very little local commerce, but a few small steamers and small vessels. It would be a desirable thing to have a light there, or two lights. It might save an army transport twelve hours or a day sometimes, which is a valuable thing.

The CHAIRMAN. Is the necessity for a light-house there demanded in the interest of the Government vessels; is that sufficient to justify or necessary to justify the estimate?

Captain SEBREE. I think it is. At present there are some buoys there maintained by the Navy Department. Of course they would not cost \$25,000, but they have to have buoys, and if the Light-House Board does not put them in the Navy Department has got to do it, and has been doing it so far. If any money should be given for this purpose, that expenditure would be taken off the Navy Department and it would be done by the Light-House Board. I think one light would be very desirable. To say that it would cost \$25,000—that is merely a rough estimate, largely a guess. We have had an appropriation for Porto Rico of something like that, where they did not use it, and if it is not necessary it is not used.

#### STATEN ISLAND, NEW YORK, LIGHT-HOUSE DEPOT.

The CHAIRMAN. You have submitted a supplemental letter to the Secretary of the Treasury, an estimate of \$25,000, for the Staten Island, New York, light-house depot, for the completion and erection of a lamp shop at the general light-house depot, on Staten Island, New York.

Colonel LOCKWOOD. When the original appropriation was made for that structure the amount appropriated was deemed sufficient, but the advance in cost of labor and material has necessitated the Board making this application for additional funds. It is found that at present a suitable building could not be put up for the amount that is available. That is one of the most important features at the depot. The lamps for the different light-houses are constructed there, and all the lens apparatus is tested, besides the making and repairing of the cans that are used in sending oil around the country. The increased cost of labor and material is estimated at something like 20 or 30 per cent—30 per cent.

The CHAIRMAN. What is the size of it?

Colonel LOCKWOOD. It is not built. You know it has only been planned. I could not give you the exact dimensions. They have not gone ahead with it, because they found they could not build it for the money appropriated.

The CHAIRMAN. You estimate it will require \$25,000 additional to complete it?

Colonel LOCKWOOD. Yes, sir.

Mr. TAYLOR. What was the original estimate, \$50,000?

Colonel LOCKWOOD. Yes; but that was some time ago.

Mr. TAYLOR. In 1903, I believe. You didn't complete it for the reason that that was not sufficient to build the necessary equipment?

Colonel LOCKWOOD. Not only that, but there were other buildings that were needed first, and they were attended to in the regular order. The whole institution could not be torn up at one time.

Mr. TAYLOR. So you did not use that money?

Colonel LOCKWOOD. Oh, no; we used the money for the other buildings, but for the lamp shop no money has been used.

Mr. TAYLOR. None of that \$50,000 that was appropriated.

Colonel LOCKWOOD. No.

Mr. TAYLOR. The reason why you didn't use it was because it could not be built for that money?

Colonel LOCKWOOD. Yes.

Mr. TAYLOR. Is it a necessity or simply a matter of convenience?

Colonel LOCKWOOD. Oh no; it is a necessity.

Mr. TAYLOR. Why did you put it off so long?

Colonel LOCKWOOD. We have been getting along with the old lamp shop, and making use of other buildings where we possibly could. We have not asked for modern apparatus for doing the work that is required.

Mr. TAYLOR. This work is to be done for what section?

Colonel LOCKWOOD. The whole United States.

The CHAIRMAN. That is where you manufacture your lamps?

Colonel LOCKWOOD. That is where we manufacture the lamps and the fog-signal apparatus.

Mr. TAYLOR. You have no other shop anywhere that can do the work?

Colonel LOCKWOOD. We have little shops in the different districts—little places where they putty up and solder things.

The CHAIRMAN. That is the only manufacturing plant that the Government has for that purpose?

Colonel LOCKWOOD. Yes, sir.

Mr. TAYLOR. How long has it been in operation?

Colonel LOCKWOOD. Thirty or thirty-five years.

Mr. TAYLOR. It has not been, practically, since?

Colonel LOCKWOOD. Only just to keep it going.

Mr. TAYLOR. And according to the old system?

Colonel LOCKWOOD. Yes; it is not large enough by any means.

Mr. TAYLOR. It is not up to date?

Colonel LOCKWOOD. Oh, no; they work under a great many disadvantages.

#### MIDWAY ISLANDS LIGHT-HOUSE SERVICE.

The CHAIRMAN. The next item is for the Midway Islands light-house service, for establishing and maintaining lights, daymarks, and buoys in the waters about Midway Islands, including purchase of land, pay of officers and crews, etc. You ask for \$111,000. Midway Islands are how far west of Honolulu?

Captain SEBREE. Twelve hundred miles, in round figures.



The CHAIRMAN. It is nothing more than a reef?

Captain SEBREE. It is a reef. We have the cable station there.

This estimate was put in, and is, as you see, quite large. The main cost is for a first-order light, to be seen, say, 20 miles, and on account of its distance from everywhere, the great expense of getting men and material there, the estimate is very high. We have put up since last year what we call a beacon light, because the demand was so strong on the steamships which go to Yokohama and back, something that we are authorized to do without an act of Congress, a temporary thing, a small light that can be seen 6 or 7 miles. But this would be for buoys also.

The CHAIRMAN. Since when has Midway Islands been on the regular traveled course of steamships from Honolulu to Yokohama?

Captain SEBREE. All the time. It is practically on what is called the great circle route—that is, the nearest distance from Honolulu to Yokohama takes the vessels very close to that island. I don't say right there, but very close. I came home on a steamer two years ago. We did not see it, we did not expect to see it, but we were very close to it.

The CHAIRMAN. It is not an inhabited island?

Captain SEBREE. Only by those connected with the cable station. It is the cable relay on the cable line from Honolulu to the Philippine Islands—the American cable—and we have a guard of marines there.

The CHAIRMAN. Since when?

Captain SEBREE. For two years, or about that.

Mr. TAYLOR. Since you established the cable station?

Captain SEBREE. Soon after that. It was requested in connection with that. We have a second lieutenant in command, and I should think 15 or 20 men there. That is because the islands are 1,200 miles from anywhere. There were several employees there of the cable company, and with no particular authority, so they have established a small post with 12 or 15, possibly 20, marines.

The CHAIRMAN. Midway Islands are practically the Sandwich Islands, are they not?

Captain SEBREE. They are in that same group or line of islands, but I don't think they would be called a part of the Hawaiian Islands.

Mr. TAYLOR. But they are a part of the Sandwich Island group?

Captain SEBREE. A part of that same chain of islands. This island is very small; I don't suppose it is more than 3 or 4 miles in diameter.

The CHAIRMAN. In annexing the Hawaiian Islands did we get that island in that way or did we get it by discovery?

Captain SEBREE. I don't know.

Mr. TAYLOR. We took it in 1867.

Captain SEBREE. We have had vessels out there.

The CHAIRMAN. You had a naval vessel wrecked there in 1856.

Captain SEBREE. We had a vessel wrecked close to there in 1871, or somewhere around there.

Mr. TAYLOR. Do you remember when it was they attempted to establish a naval coaling station there?

Captain SEBREE. I don't remember. I remember one of our vessels running ashore on it two years ago, one of the colliers. They were coming over two years ago from Yokohama with the squadron, and one of the colliers ahead ran on that island in the night, but there was no loss.

The CHAIRMAN. Has the absence of light there been the cause of accidents to vessels in the last few years?

Captain SEBREE. The only one that I can recall, and I have not looked that up, is this collier that ran ashore. She was not hurt very much. But a good light would help very much, because a ship would head for it and might not run out of the course if they saw it. I did not consider, however, that this \$111,000 for the Midway Islands is an urgent matter like a great many other things.

#### SAMOAN LIGHT-HOUSE SERVICE.

The CHAIRMAN. The next item is "For the Samoan light-house service; for establishing and maintaining lights, day marks, and buoys in the waters about the American Samoan Islands, and so forth, \$25,000."

Captain SEBREE. That would come under the same thing as Guam. I am quite familiar with that; I was a kind of governor down there for about a year and a half. We have a line of steamers, the Oceanic Line, that runs from San Francisco to New Zealand and Australia. They pass there going each way and call.

The CHAIRMAN. Is there any considerable amount of commerce?

Captain SEBREE. Not much; not a great deal.

Mr. TAYLOR. Is this Samoan Island light-house urgent?

Captain SEBREE. Not urgent like a great many other things that we have in the general bill, but we have some lights there now that the Navy Department is maintaining. I put some up myself when I was there. I think all of the lights under the Government ought to be maintained by the Light-House Board. If anybody attends to it, it ought to be under one head. If we get the money we will take over what lights the Navy has and the buoys. It is important to have lights and buoys there, because it might save one of those steamers twelve hours' time.

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MONDAY, April 23, 1906.

#### LIGHT-HOUSES, BEACONS, AND FOG-SIGNALS—Continued.

##### TENDER, THIRD LIGHT-HOUSE DISTRICT.

The CHAIRMAN. We will begin on page 63, we having closed our hearing on Saturday at that point. The next item is, "For tender for inspector, third light-house district: For completing the tender for inspector, \$85,000." That is the balance of \$135,000, which is the limit of cost.

Captain SEBREE. Yes, sir. I don't know that that is the proper place to put that. We have just finished the plans on that, and on account of the recent bids on vessels, and the fact that the prices have gone up, I would like to have that increased from \$85,000 to \$100,000, making the total cost \$150,000. I have been trying to find out the right way to increase that. I am afraid that when the bids come in they will all be over that.

It takes six or eight months to draw plans and specifications, and they cost generally  $1\frac{1}{2}$  to 2 per cent. Although I gave orders that they were to design a vessel that could be built for that money, yet from the recent bids that have been opened the prices have advanced possibly 20 per cent, so that the difference between the lowest bid and the highest bid has been as much as 30 per cent. When the shipbuilders themselves, on the same plans and specifications, can not make less difference than that—one of the lowest bids was \$109,000, and the highest bid \$140,000, for a light vessel that we had \$90,000 appropriated for, and we had five of those vessels built for \$82,000 each, so, of course, I supposed that we could get it for \$90,000, but when the bids were opened up the highest bid was \$140,000, or something like that.

The CHAIRMAN. How many bids did you have?

Captain SEBREE. I think I had five.

The CHAIRMAN. Do you know whether the bidders are independent of each other in the matter of shipbuilding?

Captain SEBREE. I think they are.

The CHAIRMAN. Did you make an investigation, to ascertain that fact?

Captain SEBREE. I don't know how to do it. Here is a vessel—not a light-ship, but a tender—and the Maryland Steel Company bid \$168,000, the Harlan & Hollingsworth Company \$136,000, a difference there of \$32,000. The Bath Iron Works bid \$153,000 and the Pusey & Jones Company \$161,000. We had an appropriation of \$130,000, and there was \$128,000 and something available for the purpose; so the lowest bid was more than the money we had and we had to reject them all.

Here is another vessel for the third district, and I hope that Congress will give the money to order three just like that one, on the same plan. The bids will be opened probably in about two months, by the time we get it printed, and have thirty days for the bidders to come in; and if they bid more money, then I have got to make new plans that will cost \$1,000 or \$1,500, or put that off for another year. There are three vessels, but we want one especially in Oregon, one for Porto Rico, and one for Honolulu. If I get any of those, we will build one, two, or three vessels on the same plan.

Mr. SMITH. Will these vessels be built in the next fiscal year, so that you will need all of the money?

Captain SEBREE. Oh, yes. The plans call for completion within twelve months of the date of approval of the contract by the Secretary of Commerce and Labor. Unless we had had something last year I could not have spent anything to make the plans.

The CHAIRMAN. Have you made any investigation to ascertain for yourself the fact whether it is the increase in cost of material, the increase in the cost of labor, or a combination between all of these bidders that has resulted in these increased bids?

Captain SEBREE. I have no way of making any investigations excepting to ask. Now, in one case—the light-ship for Brunswick, Ga.—the firm that had built five just like that one, and built the five for \$82,000 each—of course, in building five they got them down lower—they knew that there was \$90,000 appropriated for that vessel, and I hoped, as she was on the same plans and they had the patterns, that the New York Shipbuilding Company would make the

lowest bid. But they wrote that they would not bid; that they knew the appropriation was \$90,000, but on account of the great increase in cost of material—they did not say anything about labor in their letter, but material—that as steel had gone up \$7 a ton, that as copper had gone up 50 per cent, and lumber had gone up, they could not bid; and that they hoped that no foolish shipbuilder would try to build that vessel for \$90,000, because they simply could not do it.

The lowest bid was \$109,000. I took off everything that I could and be certain that the vessel could be ready for sea. I took everything off that was considered necessary nowadays, such as steam-steering gear and different things like that, so as to bring the cost down: but even with that the lowest bid was \$19,000 more than the money appropriated.

The CHAIRMAN. Are all of these shipbuilding concerns that bid on these tenders busy, and have they plenty of work independent of this Government work?

Captain SEBREE. I understand not. I understand that there is very little work going on with the exception of repair work, or outside of the building of Government vessels, such as battle ships. Of course those are the large firms. But I think there were very few vessels built last year.

The CHAIRMAN. How many firms bid on this tender?

Captain SEBREE. Four on that particular vessel.

The CHAIRMAN. Can you give us the location of those?

Captain SEBREE. Yes. The Maryland Steel Company; that is up at Sparrows Point, near Baltimore.

The CHAIRMAN. Is that a large shipyard?

Captain SEBREE. That is a large concern, I understand, although I have never been there. The Harlan & Hollingsworth Company, of Wilmington, Del. They are now building one vessel for us. They bid low enough so that we let a contract to them for a tender about five months ago. As this particular one for Charleston was in many respects similar, the boiler the same, the engines the same—they were a little different, because the draft had to be a little different—I expected the Harlan & Hollingsworth people would get that vessel, and hoped they would.

The CHAIRMAN. What was their bid?

Captain SEBREE. One hundred and thirty-six thousand dollars. The appropriation was \$130,000, but after the making of the plans and the advertisements and all that we had only about \$128,000 available.

The CHAIRMAN. You could not modify your plans so as to bring that vessel within \$130,000?

Captain SEBREE. I had cut out everything that was possible. I cut out the electric lights, steam-steering gear, steam-anchor engine, and everything that I could and yet be certain that the vessel would be complete and ready for sea. After taking that all out the altered bid was \$126,300. That left me practically a little over a thousand dollars, and she did not have any anchors and chains.

I had purposely left the anchors and chains out, because I wanted to furnish them ourselves, as we wanted the best chain that could be made. So after considering it, and taking into consideration that this vessel would not be complete and ready for sea if she did not

have anchors and chains, I stopped right there, and I got the Secretary to write in and bring the matter before the Committee on Interstate and Foreign Commerce in order to secure additional money for that vessel. You can not take a vessel that is of 700 tons displacement, say, and build that smaller, or you can not take the plans and push it up a little bit here and a little bit there. You can not say that a vessel that is 170 feet long can be made 150 feet long, or that she is 30 feet wide and we will make her 28 feet wide, or that her engines are 500 horsepower and that we will make them 300 horsepower without making changes in the whole plans. You have got to make the plan over.

The CHAIRMAN. Where are these other two companies that bid located?

Captain SEBREE. The Bath Iron Works are located at Bath, Me. They are building battle ships there. The Pusey & Jones Company are located at Wilmington, Del.

The CHAIRMAN. Did the Cramps bid?

Captain SEBREE. They did not bid.

The CHAIRMAN. Were they asked to?

Captain SEBREE. Oh, yes. We sent an advertisement to them; sent specifications to all of the shipbuilding firms.

The CHAIRMAN. Did the Newport News Company bid?

Captain SEBREE. No, sir. The big fellows didn't seem to want to tackle it.

The CHAIRMAN. Neither did the Fore River Shipbuilding Company?

Captain SEBREE. None of those. We sent to them, in addition to the advertisement, a copy of the plans and specifications and a letter showing when the bids would be opened, and all that. They did not bid. I was in hopes that some of the big firms would bid. I don't know what their reason is. The New York Shipbuilding Company is a very large firm right across the river from Philadelphia. They are building two or three battle ships; good ones, too. They built five light-ships for us, and build good ones. They did not say in their letter that it was on account of increase in cost of labor, but since I have talked with Mr. Edwin Cramp, asking him the reason they did not bid on the work. He said, "Well, the labor is about two-thirds of the cost of the ship, although you can not say exactly the percentage, but somewhere from 65 to 75 per cent," although, of course, with a battle ship with expensive armor, that would change it. In that case the labor might be 50 per cent and the material would be 50 per cent. But I think myself that it is on account of the labor.

Labor has gone up so that I do not think they feel sure unless they have a great big margin of profit. Anyway, outside of the Lakes there is very little building going on. We went to the Lake people, to all of the firms, and in addition to the advertisement we sent them copies of the specifications, and we sent copies to the Pacific coast. Of course, we can not expect the Pacific coast people to bid for a vessel to be delivered in New York, but I hoped that we could get some of the tenders that we asked for built on the Pacific coast, to give them a chance to bid, and have the vessel delivered at San Francisco.

The CHAIRMAN. You say that it is your deliberate judgment that this vessel, which has been authorized for the third light-house district, can not be constructed for less than \$150,000, which means an increase of limit of cost \$15,000.

Captain SEBREE. Yes, sir. Last July, when the money became available, I thought that \$135,000 would build it. I wanted a vessel that could be built for that, and I thought the firm could make a good profit out of it and deliver that vessel. We did all we could, but the prices have gone up since last July and since we fixed the general dimensions.

The CHAIRMAN. Since July, 1905?

Captain SEBREE. I think they have; and it seems to me that they are going up every day.

The CHAIRMAN. You say that this vessel for this district is absolutely necessary?

Captain SEBREE. Oh, yes; very necessary. The plans were put on my desk about three days ago, and I want to go over them personally myself. We have not sent them to the printer yet, but as soon as we get them back we will issue the advertisement, giving the bidders thirty days to figure on them. It looks as if we ought to estimate closer, but bids vary.

Mr. SMITH. What two Wilmington, Del., firms bid, and how do those bids compare?

Captain SEBREE. The Harlan & Hollingsworth Company bid on the tender *Cypress*, for Charleston, \$136,000; and the Pusey & Jones Company bid \$161,000, a difference of \$25,000.

#### AMBROSE CHANNEL LIGHT STATION, NEW YORK.

The CHAIRMAN. We will now pass to the next item, the Ambrose channel light station, New York. For completing the light-house at the intersection of the axis of the east channel and the west edge of it, \$100,000.

Captain SEBREE. We have a revised plan and estimate.

The CHAIRMAN. I am inclined to think, after reading that document over, that the extent to which we would have to increase the appropriation to meet the present plans would necessitate your obtaining authority for increasing the limit of cost.

Captain SEBREE. The present plan is less than the former plan by forty or fifty thousand dollars.

The CHAIRMAN. The limit of cost?

Captain SEBREE. That is only the one item, the Ambrose channel light station. In fact, we have cut that out altogether; that particular light we have cut out.

The CHAIRMAN. One hundred and twenty-five thousand dollars is the limit of cost of the light-house?

Captain SEBREE. That was about the cost of the light-house at the junction.

The CHAIRMAN. You were authorized to prepare a detailed estimate, to be submitted to Congress at this next session, for a complete system of lighting. Did you submit that?

Colonel LOCKWOOD. To the Interstate Commerce Committee.

The CHAIRMAN. And they authorized this?

Captain SEBREE. We have not heard whether they have done it or not.

Colonel LOCKWOOD. That was done only about a month ago. This change in the system of lighting only came up about two months ago.

The CHAIRMAN. So there is no authority for appropriating any money in connection with this plan other than the authority here "for completing the light-house at the intersection of the axis of the east channel and the west edge of it, to form a range, \$125,000?" That is all the authority there is? That is the limit of cost on that particular project?

Colonel LOCKWOOD. On that particular item of the project.

The CHAIRMAN. Yes. Now, the whole plan contemplated by the act authorizing estimates in detail to be submitted for the light of the Ambrose channel is before the Committee on Interstate and Foreign Commerce?

Captain SEBREE. Yes.

The CHAIRMAN. And before we could appropriate that committee would have to act authorizing the carrying out of this project as proposed by your plan, they to fix the limit of cost?

Captain SEBREE. That is what I supposed, and the committee called us before them and those plans were put in at \$360,000.

The CHAIRMAN. We will wait, then, until the committee acts upon

GOOSE ISLAND FLATS LIGHT STATION, DELAWARE RIVER.

The CHAIRMAN. The next item is for Goose Island Flats light station, Delaware River; to complete a light and fog-signal station on Goose Island Flats, \$45,000. That, with the appropriation for this year of \$40,000, would bring the amount up to the limit of cost for the light and fog signal.

Colonel LOCKWOOD. That is merely to enable the light-house to be put under contract during the coming season.

Captain SEBREE. We have \$40,000, and we want the other \$45,000, the amount estimated for the cost.

The CHAIRMAN. Will you need the full amount to complete the work?

Colonel LOCKWOOD. Yes; need the full amount to complete the light-house; it will require all of that money to do it.

Mr. TAYLOR. Will it require that money this year, or will you require so much this year and so much another year?

Colonel LOCKWOOD. I think from the situation there now that that might go, because they have not advanced far enough.

Mr. TAYLOR. Do you mean that we can postpone this until the next appropriation bill?

Colonel LOCKWOOD. Yes.

The CHAIRMAN. Then \$40,000 will be sufficient to carry you through to the next fiscal year?

Colonel LOCKWOOD. I think so; yes, sir. It is a difficult work, and it has not advanced far enough yet so that we are able to say when it will be put under contract.

BRUNSWICK LIGHT VESSEL, GEORGIA.

The CHAIRMAN. The next item is for the Brunswick light vessel, Georgia: Brunswick Bar light vessel, seasoast of Georgia, for completing the Brunswick Bar light vessel, \$50,000. The limit of cost

on that is \$90,000, and you now have \$40,000 appropriated. I see that you ask in special document No. 466 an increase in the limit of cost from \$90,000 to \$130,000.

Captain SEBREE. I wrote to the chairman of the Interstate and Foreign Commerce Committee about that, and we asked for \$130,000. That was the one that I mentioned this morning, the case where we had to reject all of the bids.

The CHAIRMAN. Has the bill extending this limit of cost been reported to the House?

Captain SEBREE. No, sir; I think not. That is the vessel that I referred to when I said this morning that I had had a vessel built on the same plan for \$82,000. The bids were \$109,000, \$120,000, and \$135,000, and the firm that built the others would not bid at all. So I think we ought to have \$130,000, so as to be sure and get the vessel. Those bids were opened three months ago, but I don't know where they are going to stop.

The CHAIRMAN. You will require \$130,000?

Captain SEBREE. Yes; for all of the new ones that I am asking for. I have made it \$130,000 on the Atlantic coast and \$150,000 on the Pacific coast, because it will take between \$15,000 and \$20,000 to send her around if she is built at New York. It cost \$28,000 to send two of these \$82,000 vessels around.

The CHAIRMAN. Will you please explain what the service of a light-ship like this one is?

Captain SEBREE. Well, we will take one that is all built and in operation; for instance, the one off South Shoal, Nantucket, 40 miles off shore. All of the steamers coming from Europe for New York sight that vessel; they have wireless telegraph on board. They make for that vessel; the light-ship off Nantucket is a mark for them to head for. At Hatteras we have the same thing.

The CHAIRMAN. How far out is the light-ship at Hatteras?

Captain SEBREE. It is 5 miles off the end of the shoal, and about 14 or 15 miles off land in 30 fathoms of water. The vessels head for her.

The CHAIRMAN. Those vessels take the place of a stationary light?

Captain SEBREE. Yes. They are better than a light, for this reason: Like everything else that is good, they are very expensive to maintain. If a light is on a point of land, or on a shoal, the vessel coming along sees that light off the shoal and she has to head away from it, or, as it is at Hatteras, 10 or 12 miles off shore, they would have to estimate how far they are off. But if it is a light-ship, and if it is anchored out, they can shape their course right for it, and if they drift out by the current a mile or two they will hear a fog whistle and will know exactly where they are. The light-ship, in my opinion, is a much better aid to navigation than anything else, but, as I say, it is much more expensive to maintain. The light-ship off Hatteras costs about \$15,000 a year to maintain.

The CHAIRMAN. How many men are on board?

Captain SEBREE. Ten or eleven or twelve. They have a captain, a mate, an engineer, and an assistant engineer. If they break and go adrift, they steam back. We have two or three firemen and three or four sailors, and then there is the coal; so that with these largest ships, the steel ones, they are costly to maintain.



The CHAIRMAN. Do they run out in the evening and back again in the morning?

Captain SEBREE. No; they lay right there unless they break away. If they break adrift they steam back if they have enough chain on board. If they don't, they steam into port, get a chain, and get back as soon as they can. One sank off Nantucket shoals last December, but fortunately we got the people off just before she went down. I will say that the wireless telegraph helped us out there.

HOLLAND PIERHEAD RANGE LIGHT, LAKE MICHIGAN, MICHIGAN.

The CHAIRMAN. The item is for Holland pierhead range, Lake Michigan, Michigan. That is a transfer.

Colonel LOCKWOOD. Transfer of a part of the former appropriation; \$6,000 of the \$7,500.

Mr. SMITH. I would like to ask if all appropriations for the Light-House Board are continuing appropriations?

Colonel LOCKWOOD. All for construction.

Mr. SMITH. That was my impression. Is this item that is thus transferred a continuing appropriation?

Colonel LOCKWOOD. Yes, sir; the money is still available for the place for which it was appropriated, but the necessity for its use has never been apparent. There is no need of putting any aid to navigation at South Milwaukee.

The CHAIRMAN. There are no outstanding obligations against this appropriation?

Colonel LOCKWOOD. No, sir; nothing has ever been done.

Mr. SMITH. As I understand it, this not only was authorized, but actually appropriated for by the act referred to in this paragraph.

Colonel LOCKWOOD. Yes.

Mr. SMITH. But never drawn.

Colonel LOCKWOOD. Never drawn.

LIGHT-HOUSE ESTABLISHMENT.

SUPPLIES OF LIGHT-HOUSES.

The CHAIRMAN. We will now pass to page 65, supplies for light-houses. Your current appropriation is \$475,000, and you estimate for the next fiscal year \$600,000 for this purpose.

Captain SEBREE. Yes.

The CHAIRMAN. Will you explain the cause and necessity for this increase?

Captain SEBREE. The necessity is that the estimates have been cut down—I think it will show here somewhere—each year, and we have reached a point in regard to these various supplies where we want to get enough to stock up with, so that we will not be in the condition we are now any longer.

The CHAIRMAN. You had a deficiency in the urgent deficiency bill.

Captain SEBREE. Not in those supplies. We had a deficiency in light vessels on account of that one having been sunk and one having been blown ashore and others needing repairs. That was for extraor-

dinary repairs. On this item we are right down now, so that we can not get the supplies that we are in need of. The light-house inspector at New York, where the general supply depot is and where most of these supplies are bought, says that he has to cut these requisitions right in two. A man may ask for so much, but he can not give it to him, and we have no money to buy the supplies with—we are out.

Recently I was down in Florida, and I asked the inspector why he didn't do so and so, and he said: "I can not do it unless you give me the things that I need. I can not do certain things. For instance, this particular building needs painting bad, and I can not get these things and do it unless you give them to me. I made requisition on the general supply depot, but I can not get what I need." It is cheaper, for most things, to buy in quantity in New York, and then send them down to various districts, but we have to cut the requisitions down and can not give the districts what they need because we haven't the money. So we tell them that they will have to do the best they can with what we send them.

The CHAIRMAN. Are all of the supplies carried in this item purchased in bulk by advertising and stored at New York?

Captain SEBREE. Not all of them. There are some things. For instance, a requisition will come in, we will say, from San Francisco. That comes in and is looked over and is sent to New York with an order to the inspector there to look over the stock of supplies and send what can be sent from New York with advantage. I can speak about San Francisco, for I was there three years. There were certain things that we could buy there cheaper than anywhere else, one of the things being paints. They made paints right there at San Francisco, and it was cheaper to buy those paints by advertisement there. Excepting in such instances, the great bulk is bought at New York. For instance, the oil for illuminating is bought there.

— The CHAIRMAN. What oil do you use?

Captain SEBREE. Mineral oil of fine quality. We have a special quality of oil and we test it there. That is one reason we buy it, because we have a very severe test on it, and we test it right there. But on rivers, where they have those little stake lights, lanterns hung on a post or on a tree, we find it better to let the inspector buy by advertisement 5,000 or 10,000 gallons of oil as needed. But in the main light-houses we buy the oil in large quantities, delivered in lots, and after it is tested it is shipped to the various districts. We are very glad when the Standard Oil Company gets the contracts, because we get good oil—get what we want. Every once in a while some one will come along and will bid under a quarter or an eighth of a cent, and we get reports that the oil is not good. I have just opened the bids for next year, and I am glad to say that the Standard Oil Company has gotten it. They were the lowest bidders, eight and four-tenths in bulk being the lowest bid.

The CHAIRMAN. How does that price compare with last year?

Captain SEBREE. I think it is a little bit higher, but not materially.

The CHAIRMAN. And you think this increase is necessary because the supplies on hand are becoming so low that they will have to be replenished?

Captain SEBREE. The inspector over there who buys these things pays for them, and sends them out, wrote me an official letter, and then

a personal letter, saying that we ought to come to Congress for \$300,000 to stock up our depot. I did not put that much in, although I put some of it in the \$600,000, and there is an increase in some of the others. This is an item, Mr. Chairman and gentlemen of the committee, to be perfectly frank, that if you do not give it we have got to do with what you do give, and really it would be best to give it. Of course, if you give \$500,000 we can not have so many things, but it is crippling our service.

The CHAIRMAN. Would the service be crippled in any way, in your judgment, in the event the full amount—\$600,000—was not allowed?

Captain SEBREE. I think it would, to that extent. If you don't give \$600,000, and give only \$500,000, we would only buy \$500,000 worth of supplies.

The CHAIRMAN. Then your current appropriation is not large enough to maintain the supplies that you ought to have on hand and should have in the interest of the service?

Captain SEBREE. I feel sure of that, and it is growing every year; it has to go up every year. It is hard to increase every year with an appropriation that is dropping back. We increase the number of light-houses every year, and it takes more oil and more supplies.

Mr. SULLIVAN. How many light-houses does the Government maintain?

Captain SEBREE. Roughly speaking, about 1,500, and that does not count the little lights on the river. There were 1,464 at the beginning of July. There have been some increases since, practically 8 or 10 altogether. We have 49 light vessels, and 1,800 of the small post lights. Most of those are on western rivers—pretty near a thousand on the Mississippi River from New Orleans to St. Paul.

Mr. SMITH. Can you give us any idea as to how much of this item is used for salaries?

Captain SEBREE. None of it, sir.

Mr. SMITH. It says so.

Captain SEBREE. But that is for salaries of officers and men on the various light-house tenders.

Mr. SMITH. It says, "Including the pay of officers and crews of light-house tenders, and of clerks, and other employees in the offices of the light-house inspectors and light-house engineers, and at light-house depots." How much is covered by salaries and compensation for personal service in that way?

Captain SEBREE. I could not give you that, but I have it at my office. The way that is done, we divide the pay on a light-house tender. Say there are 20 men on it and the expenses of that vessel would run per month, say, \$2,000 for the pay of officers, the crew, the coal, and everything. Now, if she is engaged, say, for a month in delivering these supplies to various light-houses we will charge that pay to supplies, and another month we will charge that to buoys, because the vessel is employed in doing both of those duties.

Mr. SMITH. You do not catch exactly what I am trying to get at. What I want to find out is the fixed charges against this item. You have got some things like paint, etc. You might not paint every year or every two years. But there are certain fixed things that have to be paid out of this item every year, and you want the increase, as I understand it, for these incidentals that are not obligatory every year.

Captain SEBREE. Yes, sir.

Mr. SMITH. I wanted to know whether we are doubling or quadrupling the amount allowed for that. I want to know how much there is in this item that goes for supplies that are not fixed supplies, if I may say so. I would like to eliminate the pay of the men, the oil, and the things that you have to have from this item, and see how much they come to, and also see how much surplus you have left for painting and things like that, to know whether you are doubling or quadrupling this appropriation for those purposes.

Captain SEBREE. I might say, roughly, on this appropriation that \$60,000 or perhaps \$75,000 is to stock up with these things that we don't absolutely have to have every year.

Mr. SMITH. Are you not mistaken about that? If \$475,000 will pay for the indispensable things that you have to have every year, then there seems to be more than \$125,000 in here for the others. What I want to know is whether you have been using twenty-five or thirty thousand dollars, or whether you have been giving six times as much for incidental things.

Captain SEBREE. Yes; I see the point. I can give you that by going to my office. Of course, you can see that we had to get along with \$475,000 last year.

Mr. SMITH. You did not put out any lights on account of it?

Captain SEBREE. No; we haven't put any out.

Mr. SMITH. You didn't leave anybody out?

Captain SEBREE. We did keep back the letting of contracts for some lights, but I have started those now, because we have found that we have enough money to run us through; I am referring to the smaller lights. We have started a lot in the last month or two.

Mr. SMITH. Do you think you had \$50,000 out of the \$475,000 for paint in this class of items?

Captain SEBREE. I would like to have time to give you that.

Mr. SMITH. Now, I will state this question concisely. How much under this head is required for those things which are indispensable, such as oil and the payment of men that come under it, and everything that may be said to be indispensable to be done every year; and then how much of it in rough would be for things like paint, painting buildings, and things like that.

Captain SEBREE. I think I can answer that. Of course, we have increased the number of light-houses within the last year. Say they would cost \$500,000. Now, the other \$100,000 would be to stock up these things that we are getting behind on every year.

Colonel LOCKWOOD. The balance on the 30th of last June left over for supplies was practically \$1,200.

Mr. SMITH. Has not a good deal of it been spent for painting and such repairs?

Captain SEBREE. That painting is necessary. We must paint. If it is a steel light-house, like those down on the Florida coast, we have to paint them.

Mr. SMITH. Certainly; but there is no increase necessary on some lines, practically, at all. This increase all goes practically into one limited line of expenditures.

Captain SEBREE. To stock up on various things; not oil; not, as you say, the pay of crews, unless we get a new tender and put it in commission. That comes every year with the increase. But that is put up there because we have not got what we have asked for for

several years. We dropped back \$25,000 a year until we have got down and have nothing left.

Mr. SMITH. If we were to give you \$600,000, could you, in your judgment, drop back next year part way?

Captain SEBREE. I don't know about that. If you don't give it now, we have got to go on as we have been.

Mr. SMITH. We don't want to cut off the painting or the lights.

Captain SEBREE. I will say that when these estimates were made out, these and the other items on the general appropriation—not for the new things, but the general appropriation—they were gone over very carefully. We had the people who made them go over them carefully. I took the estimates before the full Light-House Board at the monthly meeting and stated what we thought we ought to have from the best information that we could get. I told them that prices were going up, that we had been shut off before, but I wanted to know the idea of the Board. I told them that I would have to go before the Secretary of Commerce and Labor and explain these items, and I wanted to know what the idea of the Board was.

We were told, the colonel and myself, that if there was going to be any cutting down, to let it be by the Secretary of Commerce and Labor and not by the recommendation of the Light-House Board. We went before the Secretary of Commerce and Labor, and I told him that we thought we ought to have these things, that we thought they were necessary, that if they were to be cut down before the estimates went to Congress, of course it would be the right of the Secretary to do it, but it would not be by the recommendation of the Light-House Board.

Now, I think these things are needed to properly run this Service. The Service is growing all the time, and the increase is nothing like the increase of shipping and a number of things that we do. The shipping increases in a very much greater proportion than our general appropriations for light-house increase.

Mr. SMITH. But I would like personally to know how much of the \$475,000 you used for fixed charges, and how much of this increase is for other purposes, to see whether we are giving 500 or 600 per cent increase for other than fixed charges.

Captain SEBREE. I think you are, probably; three or four times. If we had \$25,000 or \$30,000, and you gave \$100,000, that would be 400 per cent increase.

Mr. SMITH. That is just what I would like to know.

The CHAIRMAN. You had better give the salary list.

Colonel LOCKWOOD. Formerly the provision with regard to pay of salaries and pay of crews of tenders, and so forth, was not in any of these estimates, but objection was made by the Auditor and the Comptroller to the fact that all of those should be paid from a separate appropriation for salaries—salaries for everybody in the Light-House Service. The force is a varying one, and it was found practically impossible to do it; so this appropriation was introduced in each one of those general appropriations.

The CHAIRMAN. Have you since that time paid out of this appropriation for supplies for light-houses salaries to any officer or any other employee other than those that are specifically mentioned here in connection with salaries for tenders, clerks, and other employees

in the office of light-house inspectors and light-house engineers and at light-house depots?

Colonel LOCKWOOD. No, sir.

The CHAIRMAN. Have you considered these different appropriations in respect to payment of salaries of employees interchangeable?

Colonel LOCKWOOD. Only in this way: The salaries are paid from the special appropriation that applies to the work upon which they are engaged at any time. It is prorated according to the way in which the force is engaged.

The CHAIRMAN. As to this force of clerks in connection with the office of light-house inspector, light-house engineer, and at light-house depots, are they performing any service in connection with the appropriation for repairs of light-houses?

Colonel LOCKWOOD. Oh, yes.

The CHAIRMAN. Then do you prorate the amount of their services between these two appropriations?

Colonel LOCKWOOD. Oh, no; each one of those general appropriations carries those items. The force is paid according to what work it is employed upon.

The CHAIRMAN. Now, as to these appropriations, supplies of light-houses, repairs of light-houses, salaries of keepers of light-houses, expenses of light vessels, and expenses of buoys, are they all available for the payment of the salaries of these clerks employed in the offices of light-house inspectors, light-house engineers, and at light-house depots?

Captain SEBREE. Well, practically the way it is done is this: Say, out in Oregon, in the district there, the estimates are given; they are sent in before the 1st of July so that when the law is passed we know what the appropriations are; they all send in their estimates for the next year. The estimates are always more than the money we have, so we cut that down, prorate it down, give that man such a percentage of his estimate for supplies, for buoyage, and light vessels, and then he is directed not to exceed that. At the end of his year if he has to pay the expenses of his tender, amounting to \$2,000 for a month, say, and if he has more buoyage than he has supplies—if a vessel has been at work on both of these things—he will pay for that month out of the buoyage. But if he has more supplies, he will pay it out of supplies. Those are interchangeable, and it is a very good thing that it is. The vessel is used for all of this kind of work, and we can not get it right down to the day. She might have one-half a day for supplies and one-half a day for buoyage, so it is paid according to the amount he has. Toward the last few months he might pay all of those months out of this appropriation for supplies.

The CHAIRMAN. Would it tend to improve the administration of this appropriation—result in greater economy—if you were to estimate for the entire salaries of the officers and crews on tenders employed by the Light-House Board separate from those other appropriations? Could not that estimate be made?

Captain SEBREE. It could be made.

Colonel LOCKWOOD. Not very well.

Mr. SMITH. We don't mean separate allowances for officers, but the gross amount for pay of officers and men.

Captain SEBREE. We could take what it was last year and the year before—what they amounted to—and put it all in; but I don't think it would be as easy to do that as it is now. Of course, if there was appropriated a lump sum, just like this matter of salaries in the next item, the salaries of light-house keepers, it could be done in that way.

The CHAIRMAN. If Congress made the appropriation for salaries for officers and crews and clerks and other employees in the offices of light-house inspectors, light-house engineers, and at light-house depots, you could not then employ any more men than the appropriation would pay for.

Captain SEBREE. No, sir.

The CHAIRMAN. As it is to-day, these appropriations are available—that is, if you have a surplus, and you want to put on any other man or any other clerk—

Captain SEBREE. We get the authority of the Department.

The CHAIRMAN. And could not your subordinates do it?

Captain SEBREE. They can not do it.

The CHAIRMAN. It makes the appropriation available if there is any surplus in any of the amounts that are set aside for other purposes—for the payment of salaries, which otherwise could not be paid.

Mr. SMITH. Please make an estimate of how much would be required to pay all of these salaries in a lump sum; and also furnish us an estimate of how much of that lump sum should be taken from each of these items, if we decide to make the appropriation in that form.

Colonel LOCKWOOD. It don't seem possible to carry out that last provision, as to how much should be deducted from each appropriation for that purpose, how much salaries. Say the pay of tenders; that varies every year and every month, and it would not be anything more than a guess.

Mr. SMITH. You must know what you have estimated and put in for the salaries.

Colonel LOCKWOOD. We know what it has been costing from year to year, away back, the whole business, under each head; and that is as close as we could come to figuring out each item.

Mr. SMITH. You take this item of repairs of light-houses. Do you mean to say that you might pay these sums without having any estimate of the salaries?

Colonel LOCKWOOD. We know what the office force is, and we know how much that will cost ordinarily every year; and the district engineer, who submits an estimate as to how much will be required under that head to run his district for the next year, knows how much his force will cost.

Mr. SMITH. That hardly is responsive to the question. Do you say that you make up an estimate for the repairs of light-houses and that you do not have any basis whatever for these services that you put in the estimate which the district engineer will have? Do you not get that?

Colonel LOCKWOOD. We get the whole thing.

Mr. SMITH. You have on file your estimates as to how much is for salaries and how much for other purposes.

Mr. SULLIVAN. Let me ask this question: Isn't it a fact that the men who are under you who make up these estimates do it in this way—first I will state what they do not do. They do not make estimates as if they were embarking on a new service, but they take simply the experiences of the past and then estimate how many new items will have to be provided for this year over and above the preceding year; then take the estimated cost of those items and add to the old amounts, and in that way make up the new estimates; and isn't that all they do?

Colonel LOCKWOOD. That is practically all, as far as we know. We know the pay of the office force runs along from year to year just about the same.

Mr. SMITH. I can not see how it is possible for you to make up an estimate under any one of these headings without estimating how far it is going.

Colonel LOCKWOOD. How is it possible, for instance, to anticipate what the extent for repairs in a district are to be in advance?

Mr. SMITH. You may be very inaccurate in your estimate of repairs.

Mr. TAYLOR. What is an estimate but anticipation of what you expect?

Colonel LOCKWOOD. I will give you a case in the Gulf of Mexico three years ago. You remember the hurricane that cleaned out everything from the jetties to Pensacola—

The CHAIRMAN. There would be no necessity for the different appropriations if it was in a lump sum. You would have an appropriation for that particular service based upon your own estimate of what that service would cost for the year. Then your other appropriations would be entirely free for the purchase of supplies and the making of repairs. It is segregating those appropriations from the appropriations for supplies and repairs.

Colonel LOCKWOOD. But, Mr. Chairman, that would prevent any increase in the force that might be found absolutely necessary. We could not go beyond that. It would be like the salaries of keepers of light-houses.

Mr. SULLIVAN. The committee could allow a little contingent sum.

The CHAIRMAN. Could you not in your estimate for the service put in an estimate for contingencies for any emergency service?

Colonel LOCKWOOD. That might be done, too.

The CHAIRMAN. Do you have occasion frequently to employ temporary service?

Colonel LOCKWOOD. Yes, sir; that happens now and then.

Captain SEBREE. We have to send the superintendent out if some light-house is injured.

Mr. SMITH. Isn't it a fact that your opposition to this method is that you want these appropriations practically interchangeable in a large degree?

Captain SEBREE. I won't say that.

Mr. SMITH. Isn't it because they become interchangeable by your system—that is to say, you being allowed out of every one of about five items to pay the class of expenses that we are talking about. salaries, that if you want to use a little more money under one item you charge a less amount to salaries and push that over to the others? Isn't that the real basis of your opposition?



Colonel LOCKWOOD. That is one basis of the opposition; but I think the great opposition, the reason I would urge against it, is that it prevents anything like elasticity in the force.

Mr. SMITH. The committee is just as unalterably opposed to allowing these sums to be interchangeable as you are in favor of it. The committee does not want these funds to be interchangeable in effect.

Captain SEBREE. There is one thing; if you paid this out of an appropriation for salaries you would cut my supplies down so much, you would cut the buoyage down so much, that in order to get it we would have to give some kind of an estimate as to how much of this clerk hire and the crews' pay is to come out of supplies, and you would want to know how much is paid out of buoyage and this and that and the other, and take that off my estimate for supplies.

Mr. SMITH. That is exactly what we want to do—take off whatever you say is right from each of these items to make up the aggregate for salaries, and have you pick out where it would come from. We are willing to give you the opportunity.

The CHAIRMAN. And then we could ascertain whether this system is more economical in practice than the one you are speaking of.

Colonel LOCKWOOD. It has always seemed to me, from my experience, that there should be as much elasticity in these matters as possible under the law, for the reason that some years the call may be more on one or on the other.

The CHAIRMAN. That is true upon the theory that the administrative head of this Service will always be as competent and efficient as the present heads. We might not always be as fortunate.

Mr. SMITH. If this charge was accurately made, there would be less elasticity under these than ours, for the reason that, for instance, you have an unusual amount of repairs. Now, if you charge to repairs the just amount of the service of these men, you would charge a greater amount rather than a less amount, so that enables the increasing of the just charge. The amount that you would have for repairs in emergencies would be reduced if you charged to repairs the fair amount of the services; but it is only by an unfair amount of adjustment of this service that you can make any elasticity in favor of the other items; is not that true?

Colonel LOCKWOOD. That is theoretically correct.

Captain SEBREE. For instance, when a ship, say, like the one that was lost, and the one that went ashore on the coast of Oregon, and we came in and asked for an urgent deficiency—of course, if I did not get it I would not be able to repair the ship. We would not charge any pay of crews of light-house tenders to the light-ship money. I didn't have enough as it was. I stopped paying crews of light-house tenders, say one month in three, and I paid them out of supplies, or buoyage—whatever I had.

Mr. SMITH. When they were working on one thing you charged them to another. Isn't that the fact?

Captain SEBREE. A tender was working nearly all of the month trying to get this light-ship off. I didn't have any money to pay them, so I paid some of it out of supplies. It could be paid under either one of these three items.

Mr. SMITH. But as a matter of fact they were not working under the item out of which you took the money to pay them?

Captain SEBREE. Supply money, or buoyage, I don't remember which I had the most of.

Mr. SMITH. In place of paying them out of the item that they were working under, you paid it out of whatever item was convenient?

Colonel LOCKWOOD. It is all connected with the Light-House Service.

Mr. SMITH. Why not make one appropriation, then, for the Light-House Service?

Colonel LOCKWOOD. That would be better.

Captain SEBREE. If you did that it would simplify matters very much.

#### REPAIRS OF LIGHT-HOUSES.

The CHAIRMAN. The next item is: "For the repairs of light-houses; for rebuilding, repairing, protecting, and improving light-houses and buildings; for improvements to grounds connected therewith; for establishing, rebuilding, and repairing day marks and pierhead and other beacon lights, including purchase of land for same; for illuminating apparatus and machinery to replace that already in use," etc. I observe that you have in your estimate for the next fiscal year used the word "rebuilding," which the current law does not include. What is the purpose of that?

Colonel LOCKWOOD. That was the way, I think, the law read formerly—I was under the impression that it did—but the idea of putting that word in is merely to give greater latitude in the way of repairs. We have an old light-house dwelling, for instance, and repairing it means rebuilding it. We have a number of cases of that kind, and we have to repair them and extend them. Formerly, under the old system before fog signals were put in to any extent, the keepers' dwellings would only be sufficient for one or two keepers. Now we have to have them for three or four, and to get new dwellings requires a special act of Congress. So the idea of putting that word in is to give greater freedom, particularly in the matter of keepers' dwellings.

The CHAIRMAN. How much expense is involved in the rebuilding of one of those old buildings at a light-house station?

Colonel LOCKWOOD. That is a complicated question, because in all cases it means not only rebuilding, but extending.

The CHAIRMAN. Enlarging?

Colonel LOCKWOOD. Enlarging; yes, sir.

The CHAIRMAN. Can you give an approximate idea of what the expense would be for the purpose of determining whether or not the discretion should be vested in the Light-House Board of expending an amount of money for the purpose of rebuilding that which Congress had previously authorized?

Colonel LOCKWOOD. It is hardly any greater than the discretion which is vested in the Board now with regard to the subject of repairs. Repairs can cover almost everything.

The CHAIRMAN. Can be construed to cover almost anything, but whether it ought to be or not is a different question.

Colonel LOCKWOOD. But it is one of the most tantalizing questions in connection with the subject of repairs to keep these old keepers' dwellings in a habitable condition so that the people are fairly comfortable.

The CHAIRMAN. What did these buildings originally cost?

Colonel LOCKWOOD. In old times when lumber and labor were cheap they cost comparatively little; and they were only intended in a majority of cases for not to exceed two keepers. Now we have quarters for three or four keepers where there is a fog signal.

The CHAIRMAN. Why do you have them?

Colonel LOCKWOOD. It is necessary. A double building will cost about \$7,500.

The CHAIRMAN. A dwelling for two families will cost about \$7,500, you say?

Colonel LOCKWOOD. In some localities \$6,000 would possibly be a fair average.

The CHAIRMAN. How are they built, by contract?

Colonel LOCKWOOD. Yes.

The CHAIRMAN. Did the Light-House Board ever experiment, with a view of reducing the cost of this building, by purchasing material and employing labor and constructing them under their own direction?

Colonel LOCKWOOD. That has been the constant fight on my part for the five years that I have been connected with the Board. We can build better houses and fully as cheap.

The CHAIRMAN. That is the policy of the Canadian government, is it not?

Colonel LOCKWOOD. I think so; yes, sir. Apropos of that, I will say that three or four years ago, during the hurricane in the Gulf of Mexico, every aid to navigation in the way of wood structures, beacons, and day marks that were put up by contract were blown down. I don't think there was one that was not blown down between Pensacola and the jetties, and nearly all of those built by day labor under the direction of the engineers stood it through.

The CHAIRMAN. When you contract for the construction of one of these dwellings for light-house keepers, do not your engineers supervise the construction?

Colonel LOCKWOOD. Oh, yes; we have inspectors.

The CHAIRMAN. Are these inspectors engineers?

Colonel LOCKWOOD. Well, they are builders generally—superintendents.

The CHAIRMAN. You think that when they are built by the Government under the supervision of the engineer that they are far better, and they withstand storms more effectively than if built by contract?

Colonel LOCKWOOD. Yes, sir.

The CHAIRMAN. Why should not the engineers supervise the construction of the buildings when built under contract the same as if the Government built them?

Colonel LOCKWOOD. You understand, Mr. Chairman, that the inspection and supervision of those structures when built by contract is placed in the hands of some man that is hired for that purpose.

The CHAIRMAN. That is in the discretion of the Board, is it not? They could send one of their own engineers instead of having a man hired who might be in collusion with the contractor.

Colonel LOCKWOOD. If you are building a structure away off in an isolated place you have to have men on the job during the whole time. We haven't fixed force enough for that, and they have to

hire men as inspectors and superintendents; and that is the result. They are not as good as those built by hired labor.

Captain SEBREE. It is the same way that we build a ship. A ship that is built by a low bidder, away down low, you have to hire men there to watch every rivet. If the bidder is only going to make a very little money it is difficult to get a good ship.

The CHAIRMAN. Have you now the authority to purchase material and employ labor for the construction of these dwelling houses for light-house keepers?

Colonel LOCKWOOD. The usual method when we do the work by hired labor is to purchase material by contract in the usual way, and the labor is paid from the appropriation by the engineer in charge.

The CHAIRMAN. You have authority to do that now?

Colonel LOCKWOOD. Oh, no.

The CHAIRMAN. You have not?

Colonel LOCKWOOD. Only in special cases. If, for instance, bids are invited for the construction of a house and they are not satisfactory, then the Secretary of Commerce and Labor may authorize the construction by hired labor, purchasing the material by contracts, as the law requires.

Mr. SULLIVAN. So you have had some experiences which afford comparisons.

Colonel LOCKWOOD. Any number of them.

Mr. SULLIVAN. And the result favors the building by hired labor under your supervision?

Colonel LOCKWOOD. Yes, sir. Now, in case of building light-houses by contract, we have built two or three and have always had trouble in furnishing copies of bonds to people suing the contractors and things of that kind. We don't get satisfactory work, and we did not get it until the Secretary of the Treasury authorized the construction of those remote light-houses by hired labor, and they will stand.

Mr. TAYLOR. What is the difference in cost? Is there any great difference in cost?

Colonel LOCKWOOD. In a good many cases there is a difference between the first-class work and the ordinary work. That, of course, would make the hired-labor work a little more expensive, but the percentage of profit that the contractor figures on would more than cut that out.

Mr. SULLIVAN. You mean the percentage of profit of the contractor would make the ultimate cost higher even when let by contract, or as high?

Colonel LOCKWOOD. As a general thing, where no extensive plant is required, work can be done by hired labor cheaper than by contract.

Mr. SULLIVAN. And better?

Colonel LOCKWOOD. Yes.

Mr. SMITH. If you get this word "rebuilding" in here, you will hereafter be free from requiring special acts from the Interstate Commerce Committee.

Colonel LOCKWOOD. Oh, no. This would only affect the present buildings.

Mr. SMITH. As I understand existing law, although I may be in error about it, under the rules of the House you have to go before the

Interstate Commerce Committee and get a bill out authorizing the rebuilding of buildings.

Colonel LOCKWOOD. The Light-House Board does not do that. It has to be left to the member of Congress in the district where the work is located.

Mr. SMITH. You have the country pretty well covered with light-houses?

Colonel LOCKWOOD. Pretty well.

Mr. SMITH. So that all you want in the future is rebuilding, not new installation.

Colonel LOCKWOOD. You understand that the light-houses themselves do not require much rebuilding. There are very few in any case that would be rebuilt. That applies more to dwellings and the accessories.

Mr. SMITH. What I am getting at this: In the future your applications to Congress with reference to light-houses would be more for rebuilding than for the installation of new light-houses, would they not? Has not the country been so generally covered with light-houses that in the future you will need more rebuilding than new installation?

Colonel LOCKWOOD. As I told you, the light-houses—the real light-houses that have been built—do not require rebuilding; they are permanent structures. That rebuilding is only with reference to dwellings, as a general thing.

Mr. SMITH. I asked you whether in the future there will not be more of that than there will be of building at new places?

Colonel LOCKWOOD. Oh, yes; undoubtedly.

Mr. SMITH. So that this would obviate getting any acts of Congress authorizing the erection of new buildings at old places.

Colonel LOCKWOOD. Not entirely, because the rebuilding would only apply to old structures that practically have to be rebuilt from the base up. You understand an old house that is rotten from the top to the bottom can not be repaired without building a house on the foundation. That is what I mean.

Captain SEBREE. It is like taking a doorpost and building a house around it and calling it repairs.

Mr. SMITH. Under this item that we have under consideration, you ask for an increase of \$160,000 this year.

Colonel LOCKWOOD. That is due mostly to the increased cost of material and labor that is coming up all the time, and to the fact that extraordinary calls are being made on the appropriation for repairs in connection with beacons, especially in the Sandwich Islands.

Mr. SMITH. Have we extensive light-house service in the Sandwich Islands?

Colonel LOCKWOOD. There are beacons scattered all through the islands. The engineer and inspector out there report something like 18 (?) beacons at different landings where lights are now being maintained by private parties; and they only exhibit those lights when vessels are due.

Mr. SMITH. Do you say that your investigation shows that this large amount additional would be required in one year—this \$160,000?

Colonel LOCKWOOD. I would say that that amount could be profitably expended. You understand that a good many of these repairs are not absolutely imperative each year; but if made, for instance, this year, they will save a good deal over what it will cost for improvements next year.

Mr. SMITH. You haven't had a deficiency appropriation in this item for a good many years?

Colonel LOCKWOOD. That is something we haven't had. When we got out of money we stopped work.

Mr. SMITH. What has been the growth of the Light-House Service, say, in the last ten years?

Captain SEBREE. I have tried to get that down in a statement, which I have here. I have taken it from 1895 to 1905; that is the period. I can give you the increase by percentages or numbers either. For instance, in 1895 there were 1,014 light-houses and beacons. In 1905 there were 1,464, being an increase of 47.37 per cent, about. I have not verified the percentages myself. In 1895 there were 41 light vessels in position, and ten years later there were 49. Since January there have been two more put in, which would give an increase of 19.51 per cent. Light vessels for relief, 4 in 1895 and 10 now. That is to keep them at different places; for instance, at New York we have two to go out in case the other breaks down. The only thing that we have not increased is the electric buoys. In 1895 we had some of those, but we did away with them, and put gas buoys in their place.

Mr. TAYLOR. Did you not have electric buoys in the Boston Harbor?

Captain SEBREE. I think not; only in the channel at New York. We have found that the gas buoys are better, so we abandoned the electric.

Mr. TAYLOR. Do you use acetylene or pintsch gas?

Captain SEBREE. Pintsch gas. We are experimenting with acetylene now in your State, Mr. Taylor.

Mr. TAYLOR. I am glad to hear that you are going to give us gas instead of oil down there. I have been trying for ten years to get rid of the oil.

Captain SEBREE. Yes; we have been trying to get a contract and we have finally done so.

We had twelve gas buoys in 1895 and we have 140 now. Those are expensive things, but we have constant urgent calls for them all over the country. We can not give them gas wherever they ask for it, because we haven't the money. They cost about \$1,800 apiece.

Fog signals—in 1895 we had 130 and in 1905 210. That is an increase of 61.53 per cent. The fog signals operated by machinery, that have clock work that rings a bell—a rather inferior kind of fog signal—have increased from 185 in 1895 to 233 in 1905, an increase of 25.94 per cent. Post lights have increased in number from 1,793 in 1895 to 1,829 in 1905, an increase of 2.78 per cent.

Mr. TAYLOR. What rivers are they on?

Captain SEBREE. Mainly on the Mississippi River and on the Ohio River and on the Columbia River.

Mr. SMITH. You will find them on page 70.

Captain SEBREE. We had 424 day or unlighted beacons in 1895 and 529 in 1905. That is an increase of 24.76 per cent. We had of

whistling buoys in position 66 in 1895 and 90 in 1905, an increase of 36.36 per cent. They are expensive buoys. They cost about \$500 apiece. Of bell buoys in position we had 96 in 1895 and 141 in 1905, an increase of 46.87 per cent. Of other buoys in position we had 4,547 in 1895 and 5,183 in 1905, or an increase of 13.98 per cent.

It is a little difficult, although I have tried to figure that down, to say what the total increase of percentage is. The increase in the number of light-houses and beacon lights is 44.37 per cent. The number of light vessels for relief has increased 150 per cent. The number of gas buoys has increased 1,066.67 per cent. I do not know exactly how to figure that down. I would say, roughly speaking, from 50 to 60 per cent increase altogether.

Mr. SULLIVAN. How do you figure that?

Mr. TAYLOR. That is beyond the realm of any mathematical or arithmetical accuracy in the world.

Mr. SULLIVAN. You could strike an average, but it would not mean anything.

Captain SEBREE. The increase of shipping, foreign and domestic, would be the best test. The increase is about 140 per cent—from two million some hundred tons to five million some hundred tons. The general appropriations for 1895 were \$2,500,000 and for 1905 they were \$3,700,000, or an increase of about 40 per cent and a fraction.

Mr. SMITH. What is the character of your present general equipment? Is it in a fairly good state?

Captain SEBREE. You mean all over the United States?

Mr. SMITH. I mean taken as a whole.

Captain SEBREE. When I say it is good or very good I do not mean excellent. I do not mean only just tolerable. I think it would come in fairly good; not as good as I would like to have it, but it does very good service.

Mr. SMITH. Are you familiar with the light-house services of other countries besides the United States?

Captain SEBREE. I may say I am not very familiar. Of course, I have seen a great many of them going about in a man-of-war in different countries; the French and English and German and Italian and out in China. They have very good ones out in China.

Mr. SMITH. Have you any information as to the cost of the light-house service of other countries besides the United States?

Captain SEBREE. I have something there; I tried to get myself primed on that, and I put it down. Take England, Scotland, and Ireland, or the British Isles; I have figured up here, up to 1904, what was the question of cost, sir.

Mr. SMITH. What is the annual cost?

Captain SEBREE. Two million nine hundred and sixty-nine thousand six hundred and ninety-nine dollars. Those were the figures I got. That is the total expense. The total coast line is 5,000 miles. The total number of lights is 1,016.

Mr. TAYLOR. The total coast line is how much—5,000?

Captain SEBREE. Yes; understand that is not following up into the little bays, but simply from headland to headland.

Mr. TAYLOR. What is your coast line—I mean ours? What was it from 1895 to 1905?

Captain SEBREE. The total number of miles of coast remains the same.

Mr. TAYLOR. But we have grown since 1895. We have taken in outlying possessions.

Captain SEBREE. Yes; I have got that down—the Hawaiian Islands and Guam Island, Midway Islands, and the Samoan Islands.

Mr. TAYLOR. Give us the coast line in 1895 and in 1905.

Captain SEBREE. I have got the statistics on the Atlantic coast, Gulf coast, and Pacific coast. The Atlantic coast is 1,773 miles, the Gulf coast is 1,607 miles, and the Pacific coast is 1,571 miles. That does not include Alaska.

Mr. TAYLOR. That is what I wanted to get in.

Captain SEBREE. That is 4,123 miles. That goes away up. Of course that was there in 1895. The northern lakes and rivers are 3,500 miles. Then if you want the western rivers, like the Mississippi, that is 3,800 miles.

Mr. TAYLOR. That kind of thing was not included in the statement of the coast line of the British Islands, was it?

Captain SEBREE. No, sir.

Mr. TAYLOR. We want our coast line, including our island possessions.

Captain SEBREE. Porto Rico has 269 miles of coast around that island.

Mr. TAYLOR. Only that?

Captain SEBREE. It is not a very big island.

Mr. TAYLOR. Go on next to Cuba.

Captain SEBREE. We do not own that; only a little patch of that. The Hawaiian Islands, 628 miles of coast; Guam, 80 miles; Midway Island, 20 miles; Samoan Islands, 83 miles. I have the thing totaled up here, but that includes Alaska and Porto Rico and all that.

Mr. TAYLOR. Have you not got the Philippines there?

Captain SEBREE. No, sir. I have got the total of the whole thing; not counting the Philippines, 17,000 miles. That includes Alaska and all the rivers.

Mr. TAYLOR. That is three and one-half times as much as the British.

Captain SEBREE. That includes the rivers. But it would be fair, in a comparison with the British islands, to take out the western rivers—say 4,000 miles. That would leave 13,000 miles, about.

Mr. SULLIVAN. You have not got the Philippines there, have you?

Captain SEBREE. No, sir; the Philippines do not come under the Light-House Board.

Mr. SMITH. The Philippine government attends to that?

Captain SEBREE. Yes, sir; it is a separate establishment altogether. We have nothing to do with it.

Mr. SMITH. Of course there is but little commerce in Alaska during a great portion of the year, I take it?

Captain SEBREE. Well, I think in the southeastern part of Alaska there is not practically much difference between summer and winter. Of course there are people going in, wanting to go into the passes. But the steamers run from Seattle up to Juneau and around there practically all the year.

Mr. SMITH. Do you keep the lights in operation, burning practically all the year round?

Captain SEBREE. Yes; we have but few lights up there; twenty



some. I have got it here. In Alaska altogether we have got 16 lights.

Mr. SMITH. Have you got any considerable light-house establishment in Porto Rico?

Captain SEBREE. In Porto Rico we have 24 lights.

Mr. SMITH. What have you got in Guam?

Captain SEBREE. None. We want to get some.

Mr. SMITH. What have you got in Midway Island?

Captain SEBREE. We have got one little beacon light there that we put up last year.

Mr. SMITH. What did you say you had in Hawaii?

Captain SEBREE. Twenty-three.

Mr. SMITH. So that while this vast coast line is shown as the total that you have to look after, as a matter of fact your funds are substantially expended in continental United States?

Captain SEBREE. Oh, yes.

Mr. TAYLOR. Could you give us the cost of maintaining the light-houses on the Atlantic coast and the Gulf coast and the Pacific coast?

Captain SEBREE. I could give it to you from the office.

Mr. SMITH. And the Great Lakes you would want?

Captain SEBREE. Yes.

Mr. TAYLOR. The Atlantic, Pacific, Gulf, and Great Lakes; that would be a fair comparison with Great Britain.

Captain SEBREE. I have figured out that, by leaving out these rivers, it comes to about \$1,250 a year per light. Unless I made a mistake in division, it takes Great Britain about \$2,000 per light and the Frenchman \$1,100.

Mr. SMITH. What have you as to the Germans?

Captain SEBREE. I have not got them here.

Colonel LOCKWOOD. They have not got a great many.

Mr. SMITH. They have a small coast line. Your judgment is that ours is neither the highest nor the lowest per light?

Captain SEBREE. Do you mean the costliest per light?

Mr. SMITH. Yes.

Captain SEBREE. I would have to figure on this. If we paid \$1,250 per light, leaving out these little coasts—

Mr. SMITH. I am talking about the coast line.

Captain SEBREE. Including beacon lights or smaller ones, I have figured it out to \$1,250, and by comparing it with the British Islands, the total lights are 1,016, and dividing it into the total cost, \$2,569,000, it comes out about \$2,000.

Of those which are not fixed we have a great many more; those beacon lights, which do not cost so much per light, in proportion to the British. The British do not seem to have to bother much about getting money. They have something which I do not think is a good thing to have—a tonnage tax on shipping for light dues. Every ship that comes in has to pay something, so that they are pretty well fixed, I imagine, for money.

Mr. SMITH. Your understanding is that France is a little lower than we are and England considerably higher, in your judgment?

Captain SEBREE. I would like to revise this some. I do not know whether I made a mistake in division or not. It is difficult to get at these figures. You do not know what books to go to to get the cost

of the British or the French. It seems the French cost, \$615,000. is small. The figures I have here are \$615,000. I do not know where my man found them. It seems to me that is small. They have excellent lights. Their labor, however, is very cheap over there. They do not have to pay much to their keepers.

Mr. TAYLOR. They have a small seacoast.

Captain SEBREE. France has 540 lights, mighty good ones. We get a good many of our lenses from France and England. They do not make good ones in this country.

Colonel LOCKWOOD. We do not make any. We get them from France.

Captain SEBREE. What duty do we pay?

Colonel LOCKWOOD. Forty-five per cent.

Mr. SULLIVAN. We do not make any?

Colonel LOCKWOOD. No. There is a lens of that kind made in this country. They can make them just as well in this country as abroad, but the demand is not sufficient to justify the establishment of works.

#### SALARIES OF KEEPERS OF LIGHT-HOUSES.

Mr. SMITH. On the next item of the bill you ask an increase of \$25,000 for salaries of keepers of light-houses: "For salaries, fuel, rations, rent of quarters where necessary, and all other necessary incidental expenses of not exceeding 1,650 light-house and fog-signal keepers and laborers attending other lights," etc. Now, you have got for 1905 \$828,000, and you got an increase in this item of \$22,000 last year.

Captain SEBREE. Thirteen thousand dollars, was it not, sir?

Mr. SMITH. No. You got \$815,000 and a deficiency of \$13,000, making \$828,000. Then you got an increase to \$850,000 for 1906. Now you ask another increase of \$25,000. Is not this item practically a stationary item as to the necessities under it?

Captain SEBREE. No, sir; every new light-house that we build takes new keepers. If we build one light-house it will take from one to three keepers. If we build more it will take more. We have built some new ones. I have held back building some of these small beacon lights until we found we would have enough to pay the keepers.

Mr. SMITH. How many light-houses have you added in two years?

Colonel LOCKWOOD. I can furnish you with that. One of the great items of increase is in connection with beacons that are being constantly established. Twenty-seven were established in the last year. They all require the attention of keepers. You remember we had to hold up half a dozen, I think, last year, because the salary fund got low.

Captain SEBREE. I find now by figuring up that we have got enough. We did not light them until after the first year. It will take a keeper, at \$15 or \$25 a month, to attend to them, and we have recently started some of them, because I found we would have enough money to pay the keepers.

This particular item for these salaries of light-house keepers, Mr. Chairman, is one that would suit the committee all right. This is tied up. We are absolutely bound on this.

We can not pay anything out of this appropriation except the actual keepers of light-houses, and in cases of isolated stations, where we give them a ration, it is paid out of that item for salaries. We do not pay any clerks or the crews or anybody out of that. We do pay for isolated stations where we give them rations, perhaps one light out of ten, and fuel we give to more. That is paid and that is authorized under the act to be paid out of salaries, but nothing else, so that it is almost possible in this, by knowing the number of lights we have, and the number that have been authorized, and the number that will probably be in operation before the end of the year for which we ask the appropriation, to figure that out. It is a mere matter of arithmetic. We take the number of keepers and multiply it by the amount of pay.

Mr. SMITH. Going back to 1894, you usually obtained about \$10,000 a year increase. You notice it ran to \$690,000 in 1896; \$695,000, with a \$10,000 deficiency, in 1897; \$710,000 for 1898; the next year, 1899, \$720,000, with a deficiency of \$25,000, and in 1900, \$740,000, with a \$10,000 deficiency. The increase seems to be larger than usual this year. Is the Light-House Service growing faster than usual?

Captain SEBREE. It is growing pretty fast, and demands are growing almost constantly on us for these smaller lights—these beacon lights which the Board is authorized by law to construct without an act of Congress—and the keepers have to be paid out of this appropriation, and we just have to say, "You can not have it." It is increasing, and then the new light-houses are coming along.

Mr. SMITH. The main point I wanted to get at was whether you think the service is growing faster now than in the past ten years?

Captain SEBREE. I think so. I think the original estimate we had was \$900,000. I called down the financial clerk, who has charge of the money, and went over the estimates with him, and I said, "Make that \$875,000;" so that I think that is what we need.

Mr. SULLIVAN. How do you get these beacon lights taken care of? You have no permanent keeper?

Captain SEBREE. We usually hire a man that lives near them, and we make an arrangement—the inspector does—before we put them up, and we estimate what it will cost per month. We pay anywhere from \$10 to \$25 a month, and then we go to the Secretary of the Department of Commerce and Labor and ask for authority to employ a man at \$25 or \$15 per month.

#### EXPENSES OF LIGHT VESSELS.

Mr. SMITH. The first item on page 68, Captain, is expenses of light vessels. In this item you ask an increase of \$90,000. I wish you would explain what creates the necessity for this quite considerable increase in this item.

Captain SEBREE. New light vessels have been put out. We have extensive repairs on one or two. That is why we had to get that \$50,000 deficiency. You see, to the appropriation of \$560,000 would be only fair to add that deficiency appropriation that we have already obtained at this Congress, and it is now a law. It would be only fair to add that to the appropriation for 1906, which would make \$560,000 plus \$50,000. That would make \$610,000.

Mr. SMITH. Was the deficiency for some emergency?

Captain SEBREE. Part of it was because of an emergency which we could not foresee. The sinking of one off Nantucket required extra expense to send one up there to take its place. The running of one ashore, blowing there, on the California coast, required an extra expense that we could not foresee of probably \$25,000 or \$30,000.

Now we have lost, through bad gales and things of that sort, a great deal of chain. It is very expensive, and we try to get the best in the United States, and that deficiency had to come, or else I could not go to the end of the year without taking off one or more light-ships or not repairing them.

We find one or more needing repairs. The expense is constant. Part of that increase is for supplies that we want to stock up with. I divided that between supplies and buoys and these light-ships. Part of these supplies are anchors and chains, that have to come out of the appropriation; and I want to say right now, that there is a case here where we have not got at the New York station a piece of chain. In case a light-ship breaks adrift I would have to go up to the navy-yard and borrow a piece. In California we have none. A part of that increase is to be paid from this appropriation, and a good part of it is for getting on hand a lot of chains and anchors. A light-ship broke adrift a month or two ago off Portland, Me. We had no chain there, and had to ship it from New York. It was the last piece of chain they had in New York.

Mr. SMITH. If we gave you this increase, it would be an increase of 160 per cent in ten years. Is not that out of proportion to the growth of your Service? You got only \$250,000 ten years ago, and this is a growth of 165 per cent in ten years on one item.

Captain SEBREE. The number will not quite show this, because we have very much bigger light-ships off Hatteras, and Nantucket, and Cape Mendocino, and Cape Flattery, which are required to be more powerful vessels and cost a great deal more money than the old ones that were put in on sounds, and not into such bad places. They cost more to run them—\$15,000 a year—whereas the old ones might cost \$7,000 or \$8,000 a year. The number of light vessels in position in 1895 was 41; in 1905, 49; an increase of 19½ per cent. The number of light vessels for relief was from four to ten.

Mr. SMITH. Now, even with your concession of 100 per cent of increase of cost per vessel and 19½ per cent in the number of vessels, still the expenses seem to be growing faster than the expenses of the operation of individual vessels, or any other item of increase.

Captain SEBREE. We are short on this particular stuff which we call "ground tackle," which is anchors and chains for these vessels. We are down low, and we would like to get stocked up. Of course, if that \$650,000 is not given, we do not get it.

Mr. SMITH. You have no other explanation of this apparent increase except what you have given us?

Captain SEBREE. No. We stock up this ground tackle. The price is going up all the time. I do not know when it is going to stop. There is no end to it. What we get one year costs more the next year. The same article goes up in price year by year.

The CHAIRMAN. I think it will continue, Captain, just so long as the revenue of the Government holds out.

## EXPENSES OF BUOYAGE.

The next item, Captain, is the expense of buoyage, including pay of officers and crews of light-house tenders and of clerks and employees in the offices of the light-house inspectors and light-house engineers and at light-house depots. I notice your current appropriation is \$550,000, and you ask for \$685,000 for the coming fiscal year. Please explain the necessity for this increase.

Captain SEBREE. Yes; the increase in the number of buoys is one thing, and the necessity for increasing the amount of buoys on hand is another. We lose a great many every year. The ice carries them away. They wear out. Of course they are made of steel, but they rust out. There are urgent demands upon us for bigger and better buoys, particularly for these gas buoys and whistling buoys. There is a constant demand for them. Just recently there was a very urgent demand from the steamship people in Boston, up on the Nantucket Shoals and what is called "Great Round Shoal Passage." They have two ordinary can buoys there, and this was urgent from a great many people to put two gas buoys there. The inspector at Boston had none to spare, and I wrote to the inspector at New York: "If you have not got two buoys, send one to the second district." The Board authorized them to put them down if they had the buoys. Those things are coming up all the time.

The CHAIRMAN. Do you aim to keep constantly on hand, when you have the money to pay for it, a stock of buoys?

Captain SEBREE. Yes, sir.

The CHAIRMAN. How many ought you to have in stock in order to meet the demands of the service?

Captain SEBREE. We ought to have really a supply for every place where there is a buoy. For every such place we ought to have a spare one, so that if the one goes away we will have another to put down. As a matter of fact, we do not have anything like it now. We have a spare one, possibly, for every 10 in position. That is a guess—whether it is 10 or 9 or 20 I can not say. There is an increase in the cost of this service, and the increase in the demands of commerce is for these better buoys—these gas buoys and whistling buoys—in places where they have gone on for years without them; and they are improving all the time, and the shipping is increasing all the time, and I think it is an urgent thing. With all the aids to navigation, the best we can get are none too good.

Mr. SULLIVAN. What is the life of a buoy?

Captain SEBREE. I should say one of these iron buoys would last anywhere from ten to twenty years. It would depend a good deal on the chances we had to change it, and get it up and paint it.

The CHAIRMAN. I do not suppose you have any figures here to show the total number of buoys in the service?

Captain SEBREE. Yes; I can give you that.

Colonel LOCKWOOD. It is 5,000.

Captain SEBREE. Five thousand five hundred and twenty-nine.

Colonel LOCKWOOD. Ninety whistling buoys, 141 bell buoys, and 5,083 other buoys.

Captain SEBREE. Look at gas buoys.

Colonel LOCKWOOD. Gas-lighted buoys, 140.

Captain SEBREE. The Lakes have a bigger proportion of them. there is such an urgent demand for them by the lake shipping.

The CHAIRMAN. How many did you purchase last year?

Captain SEBREE. I could not tell you. I just ordered two the other day.

The CHAIRMAN. How many do you estimate will be purchased during the coming fiscal year in the event the full amount of the estimate is allowed?

Captain SEBREE. That would be a very rough estimate on my part. We might purchase 20 gas buoys, and we might purchase 100.

The CHAIRMAN. Before submitting this estimate did you figure out how many you would purchase?

Captain SEBREE. No, sir; we do not figure until we know how much money we have got. The contract is let this way: We get bids, and we have 50 per cent—

The CHAIRMAN. Have you any data, Captain, upon which you frame an estimate of what you will need to have for stock and otherwise before submitting your estimate to Congress?

Captain SEBREE. I have those general figures, but I do not have the figures in detail—20 gas buoys, and 40 whistling buoys, and so many other buoys.

The CHAIRMAN. You do not catch my idea. You say there is an increased demand from steamship companies and those engaged in commerce for these buoys, and I simply wanted to know whether from that demand you had formed any approximate estimate of the number you would require for the coming fiscal year and based your estimate upon that?

Captain SEBREE. I can get that, sir; but, as a matter of fact, I do not figure out the number of gas buoys and all that. I know we have need to stock up for these that were lost and to supply this demand from the companies.

The CHAIRMAN. Is this the way you estimated for this amount of money, so that if you got all the amount you ask for you could no more than supply the demands for them that are coming in?

Captain SEBREE. I could no more than supply the demands for next year. No; I think I would have a few over. I think if I got all this I would have enough in stock there so as to supply deficiencies.

The CHAIRMAN. When you are requested to put in a buoy, do you or any of your employees first inquire into the necessity for the buoy?

Captain SEBREE. Oh, yes; we never give one unless we find upon inquiry that it is necessary. The way it is done is this: A petition will come in, or a request from some individual—we generally get it in the shape of a request from shipping people, from the owners or the masters. That is sent to the Board and to the district officers, and they are required to give their opinion as to the necessity for this buoy. If they report back that it is necessary, then if it is a gas buoy or a whistling buoy, it is taken up to the Board; and that is a special buoy. If it is an ordinary buoy, it is decided there by the executive officers of the Board. In fact I, as naval secretary, generally decide that.

The CHAIRMAN. The local authorities are not final?

Captain SEBREE. No, sir; I turn them down. Sometimes I go the other way. When they say that in their opinion they do not think one in a certain place is necessary, I have thought it was necessary.

notwithstanding their opinion that it was not. I have thought it was, and it was given. It was not a gas buoy, though; it was a small buoy.

The CHAIRMAN. What does a gas buoy cost?

Captain SEBREE. About \$1,800.

The CHAIRMAN. And a whistling buoy?

Captain SEBREE. Anywhere from \$500 to \$600.

#### EXPENSES OF FOG SIGNALS.

The CHAIRMAN. The next item, Captain, is expenses of fog signals; establishing, replacing, duplicating, and improving fog signals and buildings connected therewith, and for repairs, the purchase of land for sites for fog signals, and for all other necessary incidental expenses of the same," etc. You estimate an increase over the current appropriation of \$15,000.

Colonel LOCKWOOD. Yes, sir. That increase is due in a great measure to the possibility of establishing new signals—the submarine signal system—if the experiments which the Board is now making should turn out successfully.

The CHAIRMAN. That increase is based upon the result of those experiments or investigations which are now being made?

Colonel LOCKWOOD. Yes, sir. That increase of late years is due to the fact that some of the whistles and sirens are being put in place of the old-fashioned bell fog signals.

Mr. SMITH. Ten years ago were they using any other than steam whistles?

Colonel LOCKWOOD. They were using steam whistles and bells. Those things are called for constantly in different localities.

The CHAIRMAN. Do you find these modern appliances more efficient and of greater aid to commerce than the old fog signal?

Colonel LOCKWOOD. Oh, yes. The siren in use now is regarded as superior to any other fog signal—to any that the Board has ever put in.

The CHAIRMAN. How does the cost compare with the cost of the old fog signal?

Colonel LOCKWOOD. The siren and steam fog whistle would cost nearly the same. The siren would probably cost somewhat more—

Captain SEBREE. Very little.

Colonel LOCKWOOD. I would say the prices run from \$1,500 for the bell up to \$10,000, depending upon the locality, for a first-class siren station.

Mr. SULLIVAN. Are there any fewer wrecks now than there were ten years ago on the coasts of the United States?

Colonel LOCKWOOD. I do not know about that. The main call for these things is a commercial one, principally to save time. Some of the vessels are calling for these aids to navigation so that there will be no delay during fogs so far as fog signals are concerned.

The CHAIRMAN. Can either of you gentlemen state how much, if any, of the increases in these several items that we have been considering is due to any increase in the clerical force provided in each one of these items? Do you estimate that any of these increases would be necessary on account of increased clerical or administrative services for the coming fiscal year?

Captain SEBREE. I would say there would be a little of that, a very small amount. For instance, recently the Secretary authorized an additional clerk, at \$75 a month, at San Francisco, on account of the increased amount of work required. There was one other case in the last year, of an increase of a clerk at New Orleans. That would be a small amount anyway.

The CHAIRMAN. I am now speaking of the clerks and other employees in the offices of the light-house inspectors and light-house engineers, and so forth. You have not estimated here for any increase in clerical services during the coming fiscal year?

Captain SEBREE. No, sir. It would not amount to anything. We have had two. That is all in the last year. In fact, one of these has not taken place yet, because San Francisco went down.

#### LIGHTING OF RIVERS.

The CHAIRMAN. The next is lighting of rivers.

Captain SEBREE. Mr. Graff, of Illinois, ought to be here. I was out there, at Peoria, and I saw him out there, and they were anxious to have lights on the river above Peoria, and we did not have money for them.

The CHAIRMAN. I see you estimate for the coming fiscal year \$75,000 in excess of your current appropriation for this purpose.

Captain SEBREE. Yes, sir; my recollection is that about \$25,000 of that is in one lump, to make the lights on the Mississippi River, which come under this law, for the 100 miles between New Orleans and the sea. They have got these little old post lights, and there have been urgent calls from down there for better lights, and I have been down to see the situation myself. I think they ought to have better lighting. They ought to have the proper kind of lights there instead of lights on the limb of a tree or on a stake on the levee, with a little old lantern; not a light-house, but a tripod with a good lense lantern that can be seen, and it should be made to look as it should look, with seagoing vessels and foreign vessels coming into that great port. To make the proper lighting for that river there would take about \$24,000. It is not a great amount.

The CHAIRMAN. How many lights would that provide for?

Captain SEBREE. I think it is 22.

The CHAIRMAN. What is there in the construction of one of these lights that they would cost that amount apiece?

Captain SEBREE. They would have to build on the levee, or back of it, a three or four legged thing, up high.

The CHAIRMAN. About what height?

Captain SEBREE. About 25 feet. This estimate was taken exactly. Mr. Chairman, from the estimate of the local engineer, Colonel Craig-hill, for these things, including the cost of getting the lumber there. That would be a case where it would have to be done by hired labor rather than by contract. It reaches a hundred miles.

The CHAIRMAN. At what intervals are these lights?

Captain SEBREE. The distance is 100 miles, and there are 22 of those lights. I think that is the number. That would average them 4 or 5 miles apart.

The CHAIRMAN. What are the chief dangers to navigation on that part of the river?



Captain SEBREE. Oh, nothing, except to come up the river at night. The river is a third of a mile wide, with bends in it. If they did not have a light, they must tie up. If they have a light, they can come in.

The CHAIRMAN. The channel is the full width of the river there?

Captain SEBREE. Yes; but in coming up at night they can not see where the bend is, and they will not run.

The CHAIRMAN. Is that the place where the President, when he was down there last fall, put up?

Captain SEBREE. Yes. That is down there at Sixtymile Point—60 miles below New Orleans. They ran in there. It is probably a hundred and fifty feet deep. There would be a case of extraordinary cost, Mr. Chairman, that would come out of supplies. That vessel was run into. The local inspectors decided that our men were not in any way to blame; that the other vessel was to blame. We had to repair her. It cost from \$15,000 to \$18,000 to get her fixed. Of course we have a suit against the owners of this vessel for it.

The CHAIRMAN. But you had to meet the emergency?

Captain SEBREE. Yes. We had to take the money right then to get it, or else tie the vessel up and lose her service for a year. If that money is recovered, we will not get it in the Light-House Service. It goes right back into the great sea of the Treasury. It belongs to the Government, but it does not come to us.

The CHAIRMAN. Where did you intend to spend the other \$50,000, Captain?

Captain SEBREE. Two thousand dollars upon the Illinois River and \$24,000 there. That would make \$26,000. That would leave \$24,000, which would be for increase in the numbers that are constantly asked for, if we had the money to supply them.

The CHAIRMAN. Do you have to provide for the lights on the upper Mississippi?

Captain SEBREE. Oh, yes; from the Gulf or jetties to St. Paul, and up the Illinois River, and up the Ohio River, and up the Tennessee River.

Mr. SMITH. I do not think, in fairness to the Captain, that we should leave that in that shape. The increase is \$75,000, and he has explained only \$26,000. It leaves \$49,000 that you [addressing Captain Sebree] have not explained there.

The CHAIRMAN. I mentioned the \$50,000 which was left after you expended the \$25,000 from New Orleans to the Gulf.

#### LIGHTS IN ALASKAN AND HAWAIIAN WATERS.

Captain SEBREE. Two thousand dollars for the Illinois River. If they should put in lights, as we have asked permission to do in Alaskan and Hawaiian waters, which is new, that would help very much.

The CHAIRMAN. How much do you estimate will be the cost of putting the lights in Alaskan waters and in the Hawaiian waters?

Captain SEBREE. It would depend upon the number that we could put in.

The CHAIRMAN. Are you acquainted with the waters of southeastern Alaska—both American and Canadian?

Captain SEBREE. Yes, sir.

The CHAIRMAN. How do the lights in the American waters compare in number with the lights in the Canadian waters?

Captain SEBREE. I have not been up there since we had any. I know how many we have. I think that for our part of it, up as far as Juneau, which is where the steamers run, we have as many as the Canadians for the number of miles of coast.

The CHAIRMAN. No; we have not. I have made two trips up there. That is one of the great complaints of our steamship people.

Captain SEBREE. When were you up there, Mr. Chairman?

The CHAIRMAN. Last summer, and two years before that.

Captain SEBREE. I have not been up there for five years, and we had not any at that time.

The CHAIRMAN. Do you know the cost of the light-houses in Alaska?

Colonel LOCKWOOD. In general terms I can give that. The light-houses that were built at Unimak Pass, Scotch Cap, and Sarichef cost about \$80,000 apiece.

Captain SEBREE. What did Lincoln Rock cost?

Colonel LOCKWOOD. I think the contract for that was \$38,000.

The CHAIRMAN. Have we any light-houses in southeastern Alaska?

Colonel LOCKWOOD. Yes, sir. I was just giving the cost of one at Lincoln Rock. The contract for that was \$38,000. It cost a little more than that, because the contractor failed.

The CHAIRMAN. What does that include—the light and the keeper's dwelling, and so on?

Colonel LOCKWOOD. It included also a concrete base, upon which the light-house was constructed. Lincoln Rock was low down in the water, nearly washed at high tide, I think. I was up there three years ago when part of the lights were built. I think the light at Marys Island cost something more than that. I can give you the exact figures.

The CHAIRMAN. I do not care particularly about the exact figures. Do you know anything about the cost of the Canadian light-houses?

Colonel LOCKWOOD. They cost very much less.

The CHAIRMAN. Is that fact due to the policy of the Canadian government of purchasing the material and sending their employees and carpenters and mechanics with the vessels carrying the material and going right there and constructing the light-houses? That is their policy, is it not?

Colonel LOCKWOOD. I believe so. In a measure it might be due to that, but they do not build the same kind of structures that we do.

The CHAIRMAN. I understand they do not, but their structures answer the purpose very well.

Colonel LOCKWOOD. Along in those lower straits the country is thickly populated as compared with southeastern Alaska, and they do not give the Indians that they employ to look after those lights suitable houses to live in. They are chiefly rough structures.

The CHAIRMAN. We have plenty of natives up there, and natives who are as good if not better sailors than the American sailors are, who might be utilized in the same way.

Colonel LOCKWOOD. I have never seen any of them, when I was up there, in charge of an important light.

Captain SEBREE. I do not think they are reliable.

The CHAIRMAN. I am told by captains of vessels that they frequently are obliged to employ native pilots, because they are superior in ability, but when they do it they violate the law, for the reason that they are not allowed to employ anybody but American citizens.

Captain SEBREE. They are not American citizens, and I believe they would not be allowed to be employed as light keepers.

The CHAIRMAN. I know; but at the same time their services are availed of by captains, in many instances, up there in Alaska, because of their superior ability with respect to the navigation at certain points.

Colonel LOCKWOOD. In that part of Alaska a man to run a light does not need to be a man of very much ability. It is his fidelity and reliability that are of value.

The CHAIRMAN. I understand that it does not require a great deal of mental capacity.

Captain SEBREE. On this subject of lighting rivers, if this law could be extended to include Alaskan waters, as was done with respect to Puget Sound and Washington waters some years ago, we could at a great many places put up those post lights and hire an Indian here and there to take care of them; and if we should put up a dozen or two dozen, the conditions would be very much improved.

The CHAIRMAN. Particular attention was called last summer by a number of the men on board our vessel, with other members of Congress in the party, to the fact that our waters in southeastern Alaska were not lighted well in comparison with the Canadian waters. I observed that, and my attention was called to it, and I could not help but notice it. That is the reason I asked the question.

Captain SEBREE. I have not been up there since we had any.

The CHAIRMAN. In the Hawaiian waters does the same necessity exist there?

Captain SEBREE. That is the same thing. Instead of putting up a light-house, or even a beacon light, if this were made applicable there we could put up a post, and put a lantern on it, and hire a man anywhere from \$6 to \$15 a month to attend to it; and as in Alaska and on the rivers, you do not need to see them more than 2 or 3 miles, and they would answer the purpose. Under the law we could not pay a cent for keeping or constructing a light out of that appropriation. That was asked for last year, and was ruled out. If we get that in that will be where the increase in the number of lights will come in.

The CHAIRMAN. Some of the channels—that is, the interisland channels, as you may call them—in Hawaiian waters are very rough.

Captain SEBREE. Yes; between the islands. I have been to Honolulu two or three times, and across to the eastern islands.

The CHAIRMAN. Have you been down to the island of Hawaii?

Captain SEBREE. No, sir; I have never been that far.

Mr. SMITH. You have no post lights at all there in Alaska or the Hawaiian Islands?

Captain SEBREE. No, sir. In the Hawaiian Islands we have a larger light than a post light could be. We call it a "beacon light." We have a few of those.

The CHAIRMAN. Did we erect them?

Captain SEBREE. Yes; two or three. They can not be paid for out of lighting rivers. The keeper has to be paid for out of the sala-

ries, and the structure—whatever it is, that the beacon light is established on—is paid for by the engineers, and is paid out of the appropriation for repairs to light-houses.

Mr. SMITH. How is the lighting done?

Colonel LOCKWOOD. From repairs.

Captain SEBREE. It has to be paid for out of that appropriation. We do not have to get an act of Congress for that. We have a bigger lantern, as a rule, than we would use for river lights.

#### SURVEY OF LIGHT-HOUSE SITES.

The CHAIRMAN. The next item, Captain, is for survey of light-house sites. That is the same estimate that you have for the current year?

Colonel LOCKWOOD. Yes, sir.

The CHAIRMAN. Have you any balance left of the appropriation for the fiscal year 1905?

Colonel LOCKWOOD. I could not be sure of that, sir. It is a very small amount.

Captain SEBREE. It would not continue.

The CHAIRMAN. Do you know whether any amount of that appropriation was expended in the last fiscal year?

Colonel LOCKWOOD. I could not tell you now. That is an appropriation that would lapse at the end of the year, and would be returned if it was not expended.

The CHAIRMAN. So I understand.

Colonel LOCKWOOD. I had a list of most of the balances made up, but that does not seem to have been included.

The CHAIRMAN. Have you a list there of the balances of all these appropriations that we have been considering?

Colonel LOCKWOOD. Yes, sir.

Captain SEBREE. What is that up to?

Colonel LOCKWOOD. February 28, 1906.

The CHAIRMAN. I mean a list of balances at the close of the last fiscal year?

Colonel LOCKWOOD. Yes, sir.

Captain SEBREE. Just enumerate them.

Colonel LOCKWOOD. Under repairs, \$58,698.

The CHAIRMAN. The balance at the end of this last fiscal year?

Captain SEBREE. Yes, sir. Fog signals, \$39,967; supplies, \$4,317; salaries, \$7,657; light vessels, \$8,635; buoyage, \$16,456; rivers, \$3,422.

The CHAIRMAN. Do you know whether at the close of the fiscal year there were outstanding obligations in those appropriations to absorb any part of that balance?

Colonel LOCKWOOD. The balance of the appropriation for repairs on February 28 had been reduced from \$58,000 to \$34,000.

The CHAIRMAN. On account of balances existing at the close of the fiscal year, chargeable to that appropriation?

Captain SEBREE. They are chargeable, sir.

Colonel LOCKWOOD. All the repairs to light-house tenders are payable from that appropriation for two years after the time has expired, and then any balance is returned to the Treasury.

The CHAIRMAN. But do you pay out of that appropriation any obli-

gation other than the obligation that stands against the appropriation at the close of the fiscal year?

Colonel LOCKWOOD. Yes, sir; in repairs to light-house tenders, the balance remains for that purpose for two years before it is covered into the Treasury.

The CHAIRMAN. Not unless the contract is made prior to the close of the fiscal year?

Colonel LOCKWOOD. Oh, yes; that is an act.

Captain SEBREE. If the disbursing officer can certify on the voucher that the deterioration occurred this year, as in the case, for example, of a light-house tender at Key West, it can be paid out of repairs. We have one there now, and her boiler is in bad condition. If we get those boilers repaired, the inspector certifies that the deterioration occurred during the year 1906. We will say, then, that voucher would be properly payable out of repairs, or buoys, or supplies, or light vessels.

The CHAIRMAN. For 1905?

Captain SEBREE. For 1905 or 1906. It depends on whether he will certify.

The CHAIRMAN. These appropriations are not made for repairs alone, then, for 1905, but under your construction of the law they are made for repairs the necessity for which may arise subsequent to the close of the fiscal year, and at any time during the two years following that?

Colonel LOCKWOOD. Yes; but only in connection with tenders.

Captain SEBREE. He must certify on the face of it that the deterioration of those boilers, for instance, has occurred in that year. For example, in 1906 this boiler is all the time getting worse; we are patching it along, but it will have to have extensive repairs. Suppose they would cost \$4,000 or \$5,000, and he certifies that this deterioration of these boilers requiring these repairs occurred in the fiscal year 1906; then that could be paid out of it.

The CHAIRMAN. Could be paid out of what?

Captain SEBREE. Out of supplies for 1906.

The CHAIRMAN. Would it be paid out of the appropriation for repairs of the fiscal year 1905 under the circumstances you name?

Captain SEBREE. Yes, sir.

Colonel LOCKWOOD. The captain overlooked one point. He would certify that the deterioration occurred in that year.

The CHAIRMAN. In 1905?

Captain SEBREE. Yes; if he paid it out of 1905.

Mr. SMITH. Even though he did the work in 1906 or 1907?

The CHAIRMAN. And contracted for the work in 1906 and 1907? If the necessity for the repairs existed or arose in 1905, those repairs, then, under that contract would be paid out of the appropriation for 1905?

Captain SEBREE. Yes.

Mr. SMITH. Or any subsequent year?

Captain SEBREE. Up to two years.

Mr. SMITH. That is to say, you certify that the deterioration took place in the fiscal year 1905?

Captain SEBREE. Yes.

Mr. SMITH. You can pay it out of an appropriation for that year, but if no appropriation for that year is available, for the year in

which the repairs are made, then they can be paid out of any subsequent year in which the repairs were made?

Captain SEBREE. Yes; you can see why that should be. It will not do to stop that vessel right now. She will hobble along in very important work. It is necessary to repair her. At the end of the year we find we have some money left under that; and under the law, if he certifies that that deterioration did take place during that year, it can be paid for out of that year.

The CHAIRMAN. Is this under express authority of law, or is it a construction which the Board has placed upon the law?

Captain SEBREE. It is under authority of law, and it is a construction which the Comptroller of the Treasury has placed upon it.

The CHAIRMAN. Will you indicate to the committee where we will find that law?

Captain SEBREE. I will make a note of it and send it to you. It is a curious thing, the way the decision of the Comptroller is made on that very subject. Take a light-ship that is being repaired, that will come in now, say, in May from Cape Flattery. That needs extensive repairs; it needs them now; the deterioration is going on now. She comes in in July. I can repair her under the decision of the Comptroller out of supplies—no, I can not repair the light-ship, but I can repair a light-house tender out of light-ship money that is left over, but I can not repair a light-ship. There is a vessel off Cape Flattery that has got to come in, and under the decision of the Comptroller, she comes in and needs repairing now, and I bring her in on the 1st of June; I can not pay any of this back appropriation out of light-ship for the repair of a light-ship, but I can pay it to repair a light-house tender.

Colonel LOCKWOOD. That is the way the law reads.

The CHAIRMAN. I would like to have the Comptroller's decision, if you can furnish it, and also a citation of the law upon which the decision rests.

Now, Captain, I want to ask you this: Do you, in making up your estimates for the coming fiscal year, take into consideration the balances you have then available of previous appropriations for repairs and supplies?

DEPARTMENT OF COMMERCE AND LABOR.

LIGHT-HOUSE BOARD.

Washington, April 27, 1906.

The CHAIRMAN OF THE COMMITTEE ON APPROPRIATIONS,

*House of Representatives.*

SIR: Referring to the questions asked me when recently before the House of Representatives Committee on Appropriations, I have the honor to state that the law under which repairs to light-house vessels can be made from back appropriations appears in the deficiency act approved on March 3, 1879 (see vol. 20 U. S. Stat., p. 379), and stands as follows:

"The expense of maintaining the vessels of the Light-House Establishment may be paid from any surplus of the appropriation for the works, general or special, on which the respective vessels are, for the time being, employed, and the cost of repairs to such vessels may be paid from the appropriation under which they respectively were employed when they were injured or became deteriorated to such an extent as to render the repairs necessary, or, if such appropriation be exhausted, then from the appropriation under which they are respectively to be next employed."

The decision of the commissioner of customs, who then had certain of the powers of the present Comptroller, that while light-house tenders could be repaired from back appropriations light vessels could not be is given in the in-

closed copies of letters from the commissioner of customs, one dated June 19, 1886, to the inspector of the second light-house district, and the other, dated May 16, 1887, and addressed to the inspector of the fourth light-house district.

Respectfully,

U. SEBREE.

*Captain, U. S. Navy, Naval Secretary.*

OFFICE OF THE COMMISSIONER OF CUSTOMS,  
TREASURY DEPARTMENT,

*June 19, 1886.*

Commander G. H. WADLEIGH, U. S. Navy.

*Inspector Second Light-House District, Boston, Mass.*

SIR: Your letter of the 17th ultimo, relating to the adjustment of your account for expenses of light vessels, 1885, has been carefully considered, and you are respectfully informed that the reasons stated therein do not appear sufficient for changing the decision made in the settlement of your account.

As construed by this Office, the clause in the act of March 3, 1879, to which you refer, makes provision for repairs to the light-house tenders employed upon various works and for which no specific provision is otherwise made, but not for the repair of light-ships which are not so employed and for which provision is specifically made by the regular annual appropriations for expenses of light vessels. \* \* \*

Very respectfully,

JOHN S. MCCALMONT,  
*Commissioner of Customs.*

TREASURY DEPARTMENT,  
OFFICE OF THE COMMISSIONER OF CUSTOMS.

*May 16, 1887.*

Capt. G. B. WHITE, U. S. Navy,

*Inspector Fourth Light-House District, Philadelphia, Pa.*

SIR: Your letter of the 12th instant, relating to a disallowance which was made in the adjustment of your account for expenses of light vessels, 1886, has been carefully considered. I am unable to concur in your opinion that the act of March 3, 1879, to which you refer, authorizes the payment for repairs to Northeast End light vessel, for the fiscal year 1886.

It is true the act makes provision in general terms for "Maintaining the light vessels of the Light-House Establishment" and for "repairs to such vessels," and if it were to be construed by the language above there would be no question about it. It would apply to all the vessels of the Light-House Establishment, and, of course, include light-ships. But upon careful consideration of the context of the act, I am of the opinion that such a construction is not admissible. The first of the provisions referred to is as follows: "The expenses of maintaining the vessels of the Light-House Establishment may be paid from any surplus of the appropriations for the works general or special on which the respective vessels are for the time being employed." The language is clearly inapplicable to light-ships. The use of the surplus of the appropriation referred to for maintaining the light-ships would be manifestly inconsistent with the fact that the annual appropriations are regularly made for that purpose, the whole of which appropriations are applicable thereto, and not merely the surplus. In fact, with such use of those appropriations no surplus could arise; and when the surplus was in existence there would be no need of it for such a purpose.

Moreover, the surplus appropriations are for works upon which the vessels for which provision is made are for the time being employed.

This language necessarily implies that the vessels referred to are vessels which are employed at different times upon various works. Such is not the case with light-ships, which are not employed upon any works in the sense in which the language of the provision appears to be used. The implication of the provision for repairs to such vessels is of like force. When, however, the language of the act is considered as referring to light vessels, known as tenders, it is found to be specifically applicable and particularly appropriate. These vessels are employed at different times upon various works and under various appropriations, and no other provision is made for defraying the expenses of their maintenance and repair.

Prior to the passage of this act a practice had grown up to pay such expenses from the appropriations under which the tenders were at the time employed, but this practice not being specifically authorized by law, doubt frequently arose as to the applicability of particular appropriations to certain of those expenditures. The passage of the act gave legislative sanction to the practice, modifying it, however, in some particulars.

Such a practice did not exist in respect to the expenses of maintaining and repairing light-ships, those expenses being adequately provided for by the annual appropriations. In view of the very different character of the employment of these two classes of vessels, of the need of legislative provision for one of these classes, of the absence of such need for the other, and of the particular language employed in the act, I think the act can be fairly and consistently construed as providing for the maintenance and repairs of tenders only.

Very respectfully,

JOHN S. MCCALMONT,  
*Commissioner of Customs.*

Captain SEBREE. Yes, sir; those are taken into consideration. We use that. We know about how much we have got. In fact we know about how much we have got when these estimates are made up. We get estimates of the repairs in, you know, at the end of June, and then take them into consideration in making the estimates.

The CHAIRMAN. Then your estimate for the coming fiscal year includes not only what you estimate here in the estimates, but also the balance left over—the unexpended balances that are left over for the expenses?

Captain SEBREE. Yes. Some of them are not.

The CHAIRMAN. None of these appropriations are available for the payment of salaries except in the current fiscal year for which they are intended, are they?

Captain SEBREE. No, sir; and the particular appropriation for salaries of light keepers is not available for anything else but the salaries of light keepers, and only for the year in which it actually happens.

The CHAIRMAN. Does that statement that you read from a moment ago contain the balance on hand for the remainder of these appropriations for 1905?

Colonel LOCKWOOD. They go down to February 28, 1906.

The CHAIRMAN. Will you give the statement to the stenographer and let him insert it in his minutes.

Colonel LOCKWOOD. There is one item there that I will correct.

The CHAIRMAN. Make your corrections and hand it to the stenographer. If you will also include the balance of this appropriation for survey of light-house sites we would be glad.

Colonel LOCKWOOD. Yes.

DEPARTMENT OF COMMERCE AND LABOR,  
LIGHT-HOUSE BOARD, Washington, April 26, 1906.

The CHAIRMAN OF THE COMMITTEE ON APPROPRIATIONS,  
*House of Representatives.*

SIR: In compliance with the request made at the recent hearing the Light-House Board has the honor to state that the acts of Congress under which light-house tenders can be repaired from unexpended balances of certain general appropriations up to two years after the expiration of the year for which the appropriations were made are as follows: The act approved on March 3, 1879, volume 20, United States Statutes, page 379, and section 3691 of the Revised Statutes.

The actual balances on June 30, 1905, of the general appropriations made



for the fiscal year ending on that date, outside of outstanding liabilities, were as follows :

Repairs, 1905.....	\$145,054.46
Fog signals, 1905.....	49,302.89
Supplies, 1905.....	48,000.19
Salaries, 1905.....	8,919.99
Light vessels, 1905.....	30,133.54
Buoyage, 1905.....	70,594.22
Rivers, 1905.....	24,788.56

On February 26, 1906, these balances appear as follows from the books of the Board, and they are being reduced practically all the time, except in the case of salaries :

Repairs .....	\$67,033.62
Fog signals .....	21,684.68
Supplies .....	9,030.33
Salaries .....	6,147.14
Light vessels.....	12,251.87
Buoyage .....	14,682.01
Rivers .....	5,198.34

It has always been the policy of the Board to have available a sufficient balance from the appropriations for repairs, fog signals, supplies, light vessels, buoyage, and rivers, to meet an unexpected call upon them, due to any great loss, such as might result from a hurricane or the like. It is known, for instance, that considerable damage has been done to the light stations on the Pacific coast by the recent earthquake. Lenses have been broken, buildings, etc., have doubtless, in a number of cases, been injured, although the extent of such injuries has not as yet been determined.

In the opinion of the Board, there should always be a sufficient balance to meet any extraordinary losses in cases where Congress is not in session to afford the necessary relief. This is particularly true in regard to the appropriation for repairs, because that is the only appropriation under the control of the Board which is available for the repair of light stations which may be damaged by the action of the elements or otherwise, and it is considered absolutely necessary to have a fund upon which to draw in cases of emergency.

No part of the appropriation for survey of light-house sites, \$1,000, for the fiscal year ending June 30, 1905, was used.

Respectfully,

U. SEBREE,

*Captain, U. S. Navy, Naval Secretary.*

#### MAINTENANCE OF LIGHTS ON CHANNELS OF GREAT LAKES.

The CHAIRMAN. What other items come under your exclusive jurisdiction, Captain Sebree—maintenance of lights in the channels of the Great Lakes?

Captain SEBREE. Yes, sir.

The CHAIRMAN. You ask for no increase there at all?

Captain SEBREE. No, sir. We ask for the same thing year after year. We advertise and get only one bid.

#### POINTE AU PEELE LIGHT VESSEL, LAKE ERIE.

The CHAIRMAN. "Light vessel at Southeast Shoal, Point au Pelee Passage, Lake Erie, \$4,000."

Captain SEBREE. We let that out by contract. The Lake Carriers' Association pays for that.

The CHAIRMAN. Do you think that is a reasonable contract?

Captain SEBREE. Yes, sir; it is reasonable, and we can not maintain the light vessel ourselves. It is in Canadian waters, and it is for the benefit of our shipping.

## GUANTANAMO, CUBA, NAVAL STATION LIGHT-HOUSE SERVICE.

The CHAIRMAN. The next is, "Guantanamo, Cuba, naval station light-house service: For maintaining existing aids to navigation, to establish and maintain additional lights," etc. Does that come under your jurisdiction?

Captain SEBREE. Yes, sir.

Colonel LOCKWOOD. That is merely for maintenance—principally for buoyage.

The CHAIRMAN. I see you have inserted here, however, the language—

and for all other necessary incidental expenses, including the pay of officers and crews of light-house tenders and of clerks and other employees in the offices of the light-house inspectors and light-house engineers at light-house depots.

Why do you include that?

Captain SEBREE. That is to make that appropriation pay part of it. I send a tender over from Key West to fix the buoys and supply the light-house. While she is gone on that service it seems only proper that we ought to be able to charge the expenses of the vessel while she is doing that.

The CHAIRMAN. You have also inserted the words, "continuing the" in connection with the item for the building of a light-house depot, etc.

Colonel LOCKWOOD. That is new language in a former act, appropriating \$25,000 for the maintenance. That is more pro forma than anything else. I do not know why they put it in that shape.

The CHAIRMAN. Twenty-five thousand dollars has been appropriated for the building of the depot, storage shed, etc.

Colonel LOCKWOOD. Yes; that is more a matter of form than anything else.

## LIBERTY ENLIGHTENING THE WORLD.

The CHAIRMAN. Do you know anything about the bill that was introduced by Mr. Goulden to light and maintain the Statue of Liberty in New York Harbor, \$25,000?

Captain SEBREE. No, sir; it has not come before us yet.

Colonel LOCKWOOD. That is a retransfer from the War Department. The Light-House Board had that for a long time, and asked to be relieved from it because it cut no figure as an aid to navigation. The War Department took the matter up, and I believe Congress failed to make any appropriation for lighting it. The War Department took it up, and I believe they have continued it ever since.

The CHAIRMAN. So that it does not come under your jurisdiction?

Colonel LOCKWOOD. No, sir—

Captain SEBREE. And we do not want it, either.

Mr. SMITH. Who has the custody of Bedloe Island?

Colonel LOCKWOOD. The War Department.

Mr. SMITH. And it has the custody of the statue, so that if anything were to happen to it the War Department would look after it!

Colonel LOCKWOOD. There was a great deal of correspondence about it, but it was transferred. The Board stated it had no funds for continuing the lighting, and the War Department took it up and

have continued lighting it for the last few years. The War Department has the custody of the island and the statue. The Light-House Board has nothing whatever to do with it.

Mr. TAYLOR. Why did you get rid of it, Colonel?

Colonel LOCKWOOD. It was not an aid to navigation in any sense and was not a part of the scheme of lighting New York Harbor.

Mr. TAYLOR. What purpose does it subserve in the harbor?

Colonel LOCKWOOD. Only a sentimental one.

Captain SEBREE. It is a big statue and it is lighted up, but it is of no use as an aid to navigation.

Mr. SMITH. Do you know, when you had charge of it, what it cost to light it?

Colonel LOCKWOOD. I think the estimate was \$5,000 a year.

Captain SEBREE. We can furnish you with a statement of what it cost.

Mr. SMITH. I think, if we are paying for sentiment, that it would be well to know what it costs.

Captain SEBREE. We would rather have somebody other than the Light-House Board attend to it, if it is sentiment. It is a fight all the time to tell people that they can not have things and to refuse people all the time, but when it comes up here it is the other fellow that is in trouble. The boot is on the other foot.

DEPARTMENT OF COMMERCE AND LABOR.

LIGHT-HOUSE BOARD.

Washington, April 27, 1906.

The CHAIRMAN OF THE COMMITTEE ON APPROPRIATIONS.

House of Representatives.

SIR: In reply to one of the questions asked me when I was recently before your committee, I have the honor to state that it cost nearly \$10,000 a year to maintain as a light-house the statue "Liberty enlightening the world."

Inclosed is sent for your further information a copy of the letter, dated November 5, 1901, from the Secretary of the Treasury to the Secretary of War.

Respectfully,

U. SEBREE.

Captain, U. S. Navy, Naval Secretary.

TREASURY DEPARTMENT.

OFFICE OF THE SECRETARY.

Washington, November 5, 1901.

The SECRETARY OF WAR.

SIR: This Department, at the instance of the Light-House Board, has the honor to state that the letter from your Department of July 10, 1901, submitting for consideration the relinquishment by this Department to the War Department of the buildings and lights on Bedloes Island, New York Harbor, set apart for light-house purposes, was referred to the proper officer for examination.

From the report of that officer it appears, in pursuance of a joint resolution of Congress, approved March 3, 1877, that the President was "authorized to cause suitable regulations to be made for the maintenance of the statue of 'Liberty enlightening the world,' located on Bedloes Island, in the harbor of New York, as a beacon," and that the President, by an order dated November 16, 1886, and addressed to the then Secretary of the Treasury, directed "that said statue be at once placed under the care and superintendence of the Light-House Board, and that it be from henceforth maintained, lighted, and tended in accordance with such rules as now exist applicable thereto \* \* \*."

Attention is invited to the fact that the joint resolution authorized the President to have the statue of Liberty maintained as a beacon and not as a lighted beacon.

Inclosed is a copy of the letter of February 9, 1894, from this Department, asking Congressional sanction for the extinguishment of the beacon for specified reasons, among which are the statements that it costs nearly \$10,000 a year to maintain it as a lighted beacon, whereas it could be maintained as a beacon at very much less cost; that it has no value as a light to the Light-House Establishment, and that the money expended in maintaining it as a light is taken from the general appropriations for the support of the Light-House Establishment, from which it can be spared with great difficulty.

As no action was taken by Congress upon this letter, this Department assumes that it is held that the President does not need legislative authority to enable him to permit the extinguishment of the light on the beacon, inasmuch as the beacon and not the light was authorized by legislative action.

This Department therefore asks the cooperation of the War Department in inducing the President to so modify the order of November 16, 1886, that the statue may hereafter be maintained as a beacon, but not as a lighted beacon; and also to so modify the order that the care of the statue be transferred from the Treasury Department to the War Department, in accordance with the desires and recommendations of both Departments.

Respectfully,

L. J. GAGE, *Secretary*.

#### OIL HOUSES FOR LIGHT STATIONS.

The CHAIRMAN. "Oil houses for light stations." Can you give us the reason for the increase of \$30,000 on that estimate?

Colonel LOCKWOOD. Under the old system of lighting lard oil could be used, and that could be quartered safely in the keeper's dwelling or cellar; but now it is necessary, with the oil that is used, to provide a fireproof building, a small one. The cost is limited by Congress to \$550 for each light station. For several years an appropriation of \$10,000 has been made for this purpose, and it has been the opinion of the Board that if a larger appropriation could be made we would clear the subject up so much more quickly and put a great many light-houses in a safe condition which are not safe now with the storage of oil near the premises.

The CHAIRMAN. Have you had any accidents on account of not having these oil houses since you commenced using mineral oil?

Colonel LOCKWOOD. They have had some accidents from something like spontaneous combustion, or something of that sort, which is due in great measure, possibly, to the carelessness of the keeper in leaving waste around.

Captain SEBREE. We have not had many accidents. We watch it very closely, and they have very stringent orders about it. If the oil is put down at the foot of a tower, as some of it is, they have more stringent orders about keeping up ventilation.

Colonel LOCKWOOD. These are little houses with an iron roof, and shelving on which to put the oil cans.

The CHAIRMAN. What would you estimate would complete this whole system of oil houses?

Colonel LOCKWOOD. Forty thousand dollars would not do it.

The CHAIRMAN. Are you building any of them from this estimate?

Colonel LOCKWOOD. Yes, sir. Sometimes they will build them for \$250 or \$300, but on the Pacific coast the estimates come in for \$1,500 for a house out on some isolated point. We can not build them along that coast, because that exceeds the limitation of cost.

## CLAIMS FOR REIMBURSEMENT ARISING OUT OF COLLISION.

Captain SEBREE. I hope you will take up this matter of the reimbursement of these people.

The CHAIRMAN. Those are all claims, and this committee has not jurisdiction of claims.

Captain SEBREE. It seems to be perfectly unjust. Take that one, reimbursement of the owners of the Burlee Dry Dock Company. The tender *Larkspur* went in through the error of the captain of the tender. He smashed into this dry dock to the extent of \$29 worth. The dock was ordered repaired, and the bill was sent in. If they had smashed into us we would have sent a bill and got it, but a Government agent did it, and we can not pay it. If we attempt to the Comptroller will check it against the officer who made it, no matter whether it was a perfectly proper thing or not.

The CHAIRMAN. That is a thing that grew out of our system of government with respect to the payment of claims. The House of Representatives has a Committee on Claims, and these people will have to submit their claims in the form of a bill. It would then go to the Committee on Claims, and if the claim is a just one it is reported favorably and passed. But this committee has no jurisdiction over claims.

Captain SEBREE. They crowd us every year with letters and say, "Why do you not pay this?" I tell them it is not possible to pay them.

The CHAIRMAN. Tell them to have their Member of Congress introduce a bill and have it referred to the Committee on Claims, of which Mr. Miller, of Kansas, is the chairman.

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WEDNESDAY, April 25, 1906.

## COAST AND GEODETIC SURVEY.

## STATEMENT OF MR. OTTO H. TITTMANN, SUPERINTENDENT.

(See also page 336.)

The CHAIRMAN. The first item, Doctor, under the head of the Coast and Geodetic Survey is on page 76 of the bill. Can you in a general way briefly explain this service under this first item here, "For every expenditure requisite for and incident to the survey of the coasts of the United States and of coasts under the jurisdiction of the United States?" I suppose that is a general provision?

Mr. TITTMANN. Yes, sir. That is a general provision.

The CHAIRMAN. It defines the service in general?

Mr. TITTMANN. Our principal business is to make surveys of the coasts that are specified in this and subsequent paragraphs, and to publish the results in the shape of charts for the use of navigators.

The introduction here contemplates also current observations—tidal observations and magnetic observations, all of which go to the making of a chart. Of current observations the Coast Survey has made very few, because ever since its existence the demands of commerce have been very urgent for particular surveys and particular things, and the Survey has always endeavored to meet the most

pressing demands. That is, for instance, if a part of a coast is unsurveyed, our first business is to make a survey that will produce a navigable chart of that coast. Then if the demands become greater we make resurveys. These are largely due, for instance, to the greater draft of ships.

I could illustrate that by speaking of the coast in the vicinity of Key West and the southern border, where formerly we made surveys by the lead and when ships drew at the maximum about 18 feet. Then the surveys were apparently all sufficient. But since that time our ships draw very much more. Our battle ships particularly draw much more, and instead of relying on the lead we have now to sweep the bottom practically in available channels and anchorages. I do not want to be too discursive, but—

#### LIMITED DUPLICATION OF WORK.

The CHAIRMAN. To what extent, if at all, does the work of the Hydrographic Office of the Navy Department duplicate the work you are doing?

Mr. TITTMANN. In the way of surveys there is no duplication whatever. There is some duplication in the publication of charts, but I think, perhaps, that is more apparent than real. That is, they republish some general coast charts of the United States of the Atlantic coast on a very small scale to preserve a sequence of charts. There was an agreement, I think, effected between the Hydrographic Office and the Survey in Superintendent Patterson's time, about twenty-five years ago. Then when the Coast Survey was charged with the survey of Porto Rico and coasts under the jurisdiction of the United States the Hydrographic Office had been republishing such Spanish surveys of the coast of Porto Rico as existed, but when our more accurate surveys took the place of those the Hydrographic Office withdrew them and does not publish them any longer, so that that fell entirely into our hands, because it would have been an unjustifiable duplication simply to reprint what we were printing.

In the Philippines the condition was somewhat similar. The surveys there, of course, were very inaccurate, although they had been carried on by the Spanish for a century or more. They were quite unfit for the use of mariners, and we began to publish our own surveys as well as to compile the surveys from all authorities we could get. There the Hydrographic Office has apparently not withdrawn from the field of publishing maps, but reprints and engravings, not exactly in the same form, but in a different form. But I think that is about the only duplication. I do not know what their policy will be ultimately—whether they will withdraw as our surveys progress or not.

Mr. TAYLOR. Can you give the cost of that duplication?

Mr. TITTMANN. I can not. I do not think it is very great. It involves chiefly the reduction for engraving of the surveys we have made to a somewhat smaller scale.

The CHAIRMAN. They accept your data, your surveys, and produce a smaller map?

Mr. TITTMANN. In most cases.

The CHAIRMAN. From the plates you have?

Mr. TITTMANN. Yes; they correct their copperplates.

Mr. TAYLOR. It is not a mere duplication?

Mr. TITTMANN. I do not mean they merely rephotograph ours and publish them just as they are. It is generally in a modified form—that is, for instance, where they have a general chart of the Philippines, as our surveys progress, when we get new data we of course publish them, and they immediately put the results on their charts, because they must keep up their charts.

#### MAINTENANCE OF CHARTS.

I would like, Mr. Chairman, if you will permit me in that connection, to say that the maintenance of charts is like the maintenance of a building—an expensive and difficult thing. We have about 17 engravers; about two-thirds of those engravers are constantly employed in simply maintaining our charts, not producing new work. That is bound to be the case. The larger the output of charts the more difficulty there is in that.

Mr. TAYLOR. What causes that?

Mr. TITTMANN. The continual changes that take place.

#### COORDINATION OF WORK WITH OTHER DEPARTMENTS.

There are several things that are important, and I would like to have them understood. We are not the only ones who survey. The engineers of the Army, wherever they make improvements, make surveys. We keep away from that. They immediately furnish us the results. We publish them. They give them to us, so that there will be no duplication, and we make no surveys there. For instance, at Charleston, if they are building jetties there, they make surveys every month to show the progress. The blueprints are immediately forwarded to our office for publication. We do not publish them just as they appear. We reduce them, and fit them to the charts. They also connect their work with our triangulation, which correlates their work with ours. If their surveys were unconnected, we could not put the work on our charts. In order that no work may be wasted, they cooperate immediately.

In the same way we cooperate with the Geological Survey. Our triangulation, our leveling data, which is the framework of all the surveys, are furnished freely to the Geological Survey, and they do not duplicate. They simply make use of the data that we give them, which are an essential basis for their work, so that in that case, too, there is no duplication, but perfect cooperation.

I had a few days ago a letter from my principal assistant in the Philippines, transmitting to me correspondence between a naval officer who had made a survey of one of the principal rivers in the Philippines, in Mindanao, and Admiral Train, stating that he had completed the survey of the river and asking what to do with the records; and Admiral Train ordered him to turn them over to the Coast Survey office in Manila for publication. That was the proper thing to do, because that is the only way of meeting the demands over there.

I think it is an excellent sign. I am glad to see it. Whenever we get any information of dangers to navigation, new reports, we send them over to the Hydrographic Office, and they do the same

thing with us; and we try all the way through to cooperate and prevent any duplication. I am quite sure we strive not to duplicate. We ourselves have duplicated the printing of some maps of Hawaii and Guam, for instance, which are not our original surveys, but that was to complete our series of charts. But that was a small matter. It was just publishing a particular chart.

FIELD EXPENSES, ATLANTIC AND GULF COASTS.

The CHAIRMAN. The next item is on page 77, a specific item for field expenses for surveys and necessary resurveys of the Atlantic and Gulf coasts of the United States, including the coasts of outlying islands under the jurisdiction of the United States. I observe that your estimate for the next fiscal year is the same as the amount of the current appropriation—\$70,000—for this service.

Mr. TITTMANN. Yes, sir. You are speaking of the Pacific coast appropriations?

The CHAIRMAN. No; the Atlantic coast appropriation, on page 77. You have an unexpended balance of \$76,299 in excess of the amount appropriated.

Mr. TITTMANN. On the Atlantic coast?

The CHAIRMAN. Yes, sir.

Mr. TITTMANN. I supposed that was shown by the last report which we made to you, Mr. Chairman. I do not recollect that.

The CHAIRMAN. It is shown in House Document 472, page 14. The document is dated January 25, 1906, and the letter of the Secretary transmitting it is dated January 25, 1906, showing at that time a balance of \$76,299.22, which makes your available appropriation for the remaining six months of the fiscal year, or less than six months, greater than the amount appropriated for the entire year.

Mr. TITTMANN. On what page is that?

The CHAIRMAN. On page 14 of the document.

Mr. TITTMANN. That is, you find that there is an unexpended balance there of the difference between \$141,288.25 and \$65,389.03.

The CHAIRMAN. According to this document, you had on the 26th of January, or about the 1st of February, an unexpended balance of \$76,299.22.

Mr. TITTMANN. Yes. That was the balance June 30, 1905. That was the appropriation for 1906 and the balance of \$6,000 brought over from 1905.

The CHAIRMAN. No; there was more than that brought over. You had a balance, according to the statement, on hand, report of 1904, \$71,665.33. Then your appropriation for the current fiscal year, made March 3, 1905, was \$70,000, and there was \$22.92 disallowed by the Auditor; and that gave you at the beginning of the fiscal year 1905 \$141,688.25, instead of \$70,000 as appropriated.

Mr. TITTMANN. No, sir; I do not think that is the condition.

The CHAIRMAN. Then you expended during the fiscal year \$65,389.03, leaving an unexpended balance of \$76,299.22.

Mr. TITTMANN. There was a balance of about \$6,000, not \$141,000. You reckon in that \$70,000 which had just been appropriated, which had not been used. You see the unexpended balance June 30, 1905, was \$76,299.22.



Mr. SMITH. What do you mean as to the date of that? Do you mean the date of this [Doc. No. 472, Expenditures Coast and Geodetic Survey]?

Mr. TITTMANN. Yes, sir.

The CHAIRMAN. That is January 25, 1906. It is a balance on account of 1905, which comes over to you and is available during the year 1906.

Mr. TITTMANN. I will tell you in general terms, because I do not know about the interpretation of these figures. We about expend every year the appropriation for the Atlantic coast. On the Pacific coast it is different. On the Atlantic coast we have, within a few thousand dollars, expended the whole appropriation every year.

Mr. SMITH. But that small balance has been accumulating for many years.

Mr. TITTMANN. It has been on the Pacific coast, not on the Atlantic. I would hesitate about interpreting this.

The CHAIRMAN. If this statement is correct, you had on the 25th of January \$76,299.22 available for this fiscal year.

Mr. TITTMANN. Yes, sir; on June 30, 1905.

The CHAIRMAN. You had \$76,299.22 available on the 25th of January for the remainder of this fiscal year, which was less than six months?

Mr. TITTMANN. Yes; for the whole of the fiscal year 1906.

The CHAIRMAN. While your annual appropriation for the entire fiscal year was only \$70,000.

Mr. TITTMANN. Of course this account is cut off, and simply represents the vouchers that have been settled and paid for.

Mr. SMITH. May I ask you whether your expenditures have risen or fallen in recent years?

Mr. TITTMANN. It depends upon how far back you go.

Mr. SMITH. In the last six or seven years have they been rising or falling?

Mr. TITTMANN. No; they have been about the same.

Mr. SMITH. If your expenses last year were \$65,389.03, as shown by this report, and you have been getting that for the last five years, you have been piling up a surplus.

Mr. TITTMANN. We have not any such surplus on the Atlantic coast. I am sure of that. I am sure that on the Atlantic coast we have not a surplus of more than \$6,000.

Mr. SMITH. You mean every year?

Mr. TITTMANN. No; altogether.

Mr. SMITH. These figures would indicate you had \$30,000 or \$40,000.

Mr. TITTMANN. As I say, I do not go into the details beyond these essential facts to know how much money I have on hand at a particular time. Now, I know, and I am quite positive, that I have been expending the Atlantic coast appropriation quite up to the amount appropriated, within a few thousand dollars; we always must have a margin, because we dare not incur a deficit.

The CHAIRMAN. The expenditure of this appropriation is exclusively under your jurisdiction?

Mr. TITTMANN. Entirely.

The CHAIRMAN. Do you not keep advised as to balances on hand from time to time?

Mr. TITTMANN. Yes, sir. Whenever we make an allotment for work I go over the balances on hand, and that is why I am so positive in my statement that we have been expending the Atlantic coast appropriation almost completely. In regard to the details of this report, I am quite sure, also, that with the proper interpretation you will find that while we may have a balance of \$6,000 we have no more than that on the Atlantic coast, and at the end of this fiscal year we will have no more than that.

The CHAIRMAN. Does the fact that this appropriation continues available until expended—and it is made immediately available—induce you to pay less attention to expenditures than you otherwise would?

Mr. TITTMANN. No, sir. On the contrary, we pay very close attention to it, and all the time, and there are three of us who go over this matter time and time again. I have been over it in the last month; only, as a rule, after having gone over the details to the final results—I only carry the latter in my mind—I do not carry the detailed arrangement of the account in my mind; but I do know that the statement I make now is correct.

The CHAIRMAN. This is what I can not understand, Mr. Tittmann: Your annual appropriation for this service on the Atlantic coast is \$70,000.

Mr. TITTMANN. Yes, sir.

The CHAIRMAN. That, presumably, is to defray the expense for the entire fiscal year?

Mr. TITTMANN. Yes, sir.

The CHAIRMAN. On the 25th of January you had unexpended out of this and previous appropriations, out of the current \$70,000 appropriation and previous appropriations, \$76,299.22.

Mr. TITTMANN. Yes, sir; that certainly is correct. The date January 25 applies to the letter of transmittal only.

The CHAIRMAN. If \$70,000 is sufficient to defray the expenses of this service for the entire year, would you not have quite a considerable balance at the end of this fiscal year? You have apparently a greater amount for the last half than you had for the entire year.

Mr. TITTMANN. I can answer that, if you will allow me to answer it at a subsequent time, because I want to compare my allotments. The way we do is to plan the work about a year ahead, and then we make estimates for each party and allot the money that we have available; and whenever we do that, or undertake new work, then the disbursing agent and my principal assistant and I go over the amount of the balance on hand and know whether we can do the work. Now, I know within a year or so, we have borrowed from the Pacific coast, under that clause which allows us to transfer from one appropriation to the other.

Mr. SMITH. Mr. Chairman, I am inclined to think that the Superintendent is correct in his interpretation of these matters. I notice that the letter of transmittal states that this is a report for the year ending June 30, 1905; and while this, I suppose, incidentally refers to the date, it refers, I think, not to the date of this transmission to Congress, but to June 30, 1905, which would apparently correspond to the Superintendent's contention about it—that the balance was only \$6,000 on the 30th of June. I think that is the explanation of the discrepancy.

Mr. TITTMANN. I think that is so.

The CHAIRMAN. Do you make up these estimates yourself, Mr. Tittmann?

Mr. TITTMANN. No, sir. The estimates are made up in this way: I order, for instance, that one of the vessels shall go to Porto Rico to make a survey on the northern coast, specifying the class of work. That, of course, has been decided upon after consultation with others. Then the officer to whom this work is assigned has to submit estimates in detail for every class of expenditure and for the entire work. Those estimates then go to the inspector of hydrography and topography, who has direct supervision over the vessels, and then they go to my principal assistant, and he makes such suggestions as he deems necessary. Then they come to me, with a statement of the balance available and whether that money can properly be allotted; and it is in connection with all those estimates that we keep going over this all the time, so that I can say to you that in regard to estimates it is just as it is in regard to other matters: I go over the subject with the individuals concerned, and then charge my mind with the outcome of the discussion, but I do not attempt to keep the details in mind further than that. To do that would be impossible.

The CHAIRMAN. You say you plan your work a year in advance?

Mr. TITTMANN. Yes, sir; we try to.

The CHAIRMAN. We have submitted to us here the estimate of the cost of your service for the fiscal year 1907, beginning on the 1st of next July. Have you your work planned for that year?

Mr. TITTMANN. Yes, sir.

The CHAIRMAN. Do you, in submitting the estimated amount, make your plans for the next year and estimate what the cost of that service will be for the next year, or do you simply take the cost of the current year and simply ask for an amount on such a basis that your service will not necessarily be increased? I am speaking now of the estimate of the appropriation necessary for the coming year and not the estimate for the specific line of work. If you have your work planned a year in advance, as you must necessarily have it, do you base your estimate for the amount necessary to defray that service on the amount necessary for the cost of the service you have planned for the coming fiscal year?

Mr. TITTMANN. I can answer that by saying that the amount of work ahead of us is practically unlimited. We are constrained, then, to plan on the supposition that the Appropriations Committee will give us what they gave us the year before. This year I went to the Department and told them that the demands were very great, and the people at the Department, of course, were aware of that, and I was directed not to submit any increases. That is true not only of this year, but it generally happens that I have been told that I must not submit increases; so that I have made the estimates not to what I think should be done or could be done, but simply to what the Appropriations Committee has been willing to give me before. If we attempted to meet all the demands, our appropriations would have to be increased very, very much.

Pardon me, I do not know whom I am addressing, but in regard to the question before, as to whether the survey had increased in the seventies, our appropriation was larger than it is now, certainly quite

as large. It does not appear so when you look at the Book of Estimates, but that is due to the fact that about \$210,000 of it was paid by the Navy. They furnished the crews and the officers, so that if you deduct that \$210,000 from this appropriation that we get now and compare the present appropriations with the appropriations that we got in the seventies—and at that time we did not have Porto Rico and the Philippines—you will find they are perhaps less now than they were at that time. It is true we did have the work in Alaska then, but it was not at that time nearly so urgent as it is now.

Mr. SULLIVAN. So that your expenditures were really greater than they are now?

Mr. TITTMANN. Yes; for several years.

Mr. SULLIVAN. You do not expect to have any balance at the end of this fiscal year?

Mr. TITTMANN. Yes, sir; we hope to have it. Under this appropriation for the Pacific coast, at the rate at which we are going now, we will have nothing to keep up the work after 1907. If you give us the appropriation which the War Department has asked for, through us, we can get along until the end of the fiscal year 1907.

The CHAIRMAN. Are there any other questions on this item?

Mr. SMITH. On the Atlantic coast I have none.

The CHAIRMAN. Will you submit a statement in regard to the balance on this item, and the estimated amount of that balance at the close of this fiscal year?

Mr. TITTMANN. You mean for the Atlantic coast?

The CHAIRMAN. Yes, sir.

Mr. TITTMANN. Certainly, sir. I can tell you beforehand what the outcome will be, and I would like to put myself on record to show that I really know.

#### SURVEYS OF THE PACIFIC COAST, INCLUDING HAWAII AND ALASKA.

The CHAIRMAN. The next item is for surveys and necessary resurveys of the Pacific coast, including the Hawaiian Islands and Alaska and other coasts on the Pacific Ocean under the jurisdiction of the United States. Your estimate for the coming fiscal year is the same as the current appropriation?

Mr. TITTMANN. Yes; except that since that time two additional estimates have been submitted.

The CHAIRMAN. Since those estimates were submitted you have submitted a supplemental estimate of \$38,650 for party expenses and pay of officers and men and vessels incident to surveys and necessary resurveys of the Pacific coast, and a further increase of \$15,000, in addition to the other, to cover expenses now met by the Philippine government, making the total for this item \$161,150.

Mr. TITTMANN. And still another supplemental estimate, which I think you have just received, of \$50,000, which has just come in since then at the request of the Seattle Chamber of Commerce, at the request of Senator Piles. I think it has all been printed.

The CHAIRMAN. It has not come to this committee yet.

Mr. SMITH. You will have \$116,000 of this fund left from the appropriation of last July, will you not?

Mr. TITTMANN. No, sir; we will have about \$50,000 left. We had a balance of \$100,000 ahead of our appropriation, which we had been accumulating during the last five years.

The CHAIRMAN. I have a letter here from the Secretary of the Department of Commerce and Labor, dated April 12, on this subject, in which he says: "I would respectfully call your attention to the item of party expenses on page 19 of this report, which shows a balance of \$315,737.60." The Secretary then goes on to say: "From this should be deducted the appropriation for the year 1906, \$189,500, leaving a real balance of \$126,236.60."

Mr. TITTMANN. Yes; that was the item.

Mr. SMITH. We are now on the Pacific coast?

Mr. TITTMANN. Yes; this is that item. We had a balance of \$100,000 on that.

Mr. SMITH. Why, then, do you need any appropriation for that?

Mr. TITTMANN. Because, as is explained in that letter, we have enlarged the scope of our work in the Philippines very much, and are spending at a much greater rate than hitherto in order to meet the demands that are very urgent. They come from everybody; and we will spend that money, if you will permit us to, by the end of the next fiscal year.

The CHAIRMAN. The end of the fiscal year 1907?

Mr. TITTMANN. Yes, sir.

Mr. SMITH. When did you make this big increase, not in contemplated expenses, but in actual expenses?

Mr. TITTMANN. Oh, I should think we began about four or five months ago. That is, we sent additional men over there, and started and took over—

Mr. SMITH. Where?

Mr. TITTMANN. To the Philippines.

Mr. SMITH. Is that being paid now out of this Pacific coast appropriation, or this Philippine appropriation of \$87,500?

Mr. TITTMANN. It is being paid out of both, but the increase of expenditures is being paid out of the Pacific coast appropriations.

Mr. SMITH. How much will it amount to in a year?

Mr. TITTMANN. To about \$50,000 in round numbers, I think.

Mr. SMITH. You say you sent four men over there?

Mr. TITTMANN. No, sir; I said more men.

Mr. SMITH. The only increased expense you have actually entered upon is in the Philippines?

Mr. TITTMANN. Well, in the Philippines and in Alaska.

Mr. SMITH. I mean in the last fiscal year, since the 30th of June last?

Mr. TITTMANN. We are just starting out some very large parties in Alaska also, larger than usual; but the expense to which I referred more particularly is the increased expense in the Philippines.

Mr. SMITH. Let us leave the Philippines out entirely. You are asking a separate appropriation of \$87,500 for the Philippines. You sent us an estimate here for \$107,000 just as usual?

Mr. TITTMANN. Yes, sir.

Mr. SMITH. As a matter of fact, without the increase in Alaska you would have had a balance at the end of this fiscal year of appropriations already made of \$116,000?

Mr. TITTMANN. Yes, sir; there is \$40,000 or \$50,000 unallotted.

Mr. SMITH. What earthly use have you of any appropriations, then, aside from the Philippine appropriation on this item?

Mr. TITTMANN. Do you mean if we did or had done no work in the Philippines?

Mr. SMITH. Ignore the Philippines for the present. You are asking for another estimate outside of this estimate for the Philippines. What was this estimate of \$107,000 made for, then?

Mr. TITTMANN. That is made to cover the cost of the surveys that are actually going on now, and for the parties that are at work. If you will pardon me, I will point out to you that what we have been doing is to save about \$20,000 a year out of the Pacific coast appropriation. We have done that not so much from choice, but from necessity, for lack of coordination between the amounts we had available for "manning and equipping" and "party expenses." Of course we could have sent more officers over there.

Mr. SMITH. You are getting back to the Philippines, I am afraid. I am not talking about the Philippines. I say, ignore the Philippines. You did not have the Philippines in when you sent this estimate of \$107,000 up?

Mr. TITTMANN. Oh no; pardon me; we had the Philippines in. This new estimate of \$87,500 is—

The CHAIRMAN. The new estimate of \$87,000 is the result, is it not, of the fact that the Philippine government will no longer cooperate with the Federal Government in making these surveys, and this \$87,000 is to include the work, or defray the expense of the work, which the Philippine government will no longer pay?

Mr. TITTMANN. Yes, sir; that is it.

Mr. SMITH. I understood that. Now, as a matter of fact, you accumulated your appropriations under this item until, in November last, counting all expenses up to the 30th day of last June, you had between \$207,000 and \$208,000 available under this item?

Mr. TITTMANN. Yes, sir; that is right.

Mr. SMITH. Now, your entire expenses under this item have been running along about \$90,000 a year?

Mr. TITTMANN. Yes, sir; until the fiscal year 1906.

Mr. SMITH. So that you were \$116,000 more than a whole year ahead?

Mr. TITTMANN. Yes, sir; had we not extended our activities during the current year.

Mr. SMITH. So that if you had continued your expenses for this fiscal year to the 30th of June, as you had them, without any new appropriation, you would have had about \$116,000 left, or several thousand dollars more than the whole annual appropriation?

Mr. TITTMANN. Yes, sir.

Mr. SMITH. Now, in the cooperation with the Philippines, whatever was spent in that up to very recently was included in the \$91,000 of last year's expenses, was it not?

Mr. TITTMANN. Yes, sir.

Mr. SMITH. So that if you got the \$87,500, that ought to cover the increase on the Philippines, ought it not?

Mr. TITTMANN. Yes, sir; if we did no more than we have been doing prior to the current fiscal year.

Mr. SMITH. But that would include all you had been doing and all the Philippine government had been doing, both?

Mr. TITTMANN. Yes, sir; to June 30, 1905.

Mr. SMITH. So that, unless it be in Alaska, if you got the \$87,500

you would not need any appropriation at all for the next year, would you?

Mr. TITTMANN. Why, yes. You are assuming now, I believe, that we are not spending any more money in the Philippines that we had been spending.

Mr. SMITH. Then you and the Philippine government both have been spending.

Mr. TITTMANN. I am afraid we are talking at cross purposes.

#### EXPENDITURES IN THE PHILIPPINES.

Mr. SMITH. I say, if we gave you the money which you apply for for the Philippines and the money you apply for for Seattle, then you have more money left than your ordinary expenses under this survey, under this head, have you not?

Mr. TITTMANN. No.

Mr. SMITH. Why not?

Mr. TITTMANN. Because we are spending now in the Philippines at the rate of about \$5,000 a month more than we have been doing.

Mr. SMITH. And more than you estimate?

Mr. TITTMANN. No, sir; not more than we have estimated. But we are expending that much more out of our surplus.

The CHAIRMAN. More than you originally allotted for this work?

Mr. TITTMANN. Yes. We are expending about \$5,000 a month more over there, with the increase of men there.

Mr. SULLIVAN. The chairman asks more than what? That is what I would like to know. Not more than was appropriated, not more than was estimated, but more than you allotted yourself? Is that the idea?

The CHAIRMAN. He said he allotted a certain amount for certain services. Now, at the beginning, we will say, of this fiscal year, so much was allotted for the Philippine service out of this appropriation, on the basis of cooperation with the Philippine government. That cooperation has ceased, and what I want to know is whether this additional \$5,000 a month is in addition to the amount originally allotted for the doing of that work in the fiscal year, made necessary by the failure of the Philippine government to cooperate?

Mr. SULLIVAN. If I can get an answer to that, that is what I want, too.

Mr. TITTMANN. No; not by reason of that, but by reason of the fact that we have increased our force there and are making more surveys.

Mr. TAYLOR. You are doing additional work?

Mr. TITTMANN. Yes; because of this accumulation of surplus, we are doing additional work.

Mr. SMITH. Now, when you were expending as usual \$91,000 on this head, how much of that was going into cooperation with the Philippine government in the Philippines?

Mr. TITTMANN. Our expenditures in the Philippines since we have been at work there have amounted to about \$400,000 or \$420,000.

Mr. SMITH. In about how many years?

Mr. TITTMANN. It has not been on the average. I am speaking only up to this date, or to 1905—five years.

Mr. SMITH. How much do you say it was in the fiscal year ended June 30, 1905?

Mr. TITTMANN. I think I can give you that pretty closely. It is

not a perfectly accurate statement, but enough to satisfy myself of what we are doing.

Mr. SMITH. I only want your general idea.

Mr. TITTMANN. I have not got that itemized, but we have in that time spent between \$400,000 and \$420,000; in the last five years.

Mr. SMITH. What I want to know is what we have spent each year. You know whether it has been growing rapidly or not. I do not. If you give a total, I do not know anything about it. I just want the years separately.

Mr. TITTMANN. It has been growing.

Mr. SMITH. Has it been \$10,000?

Mr. TITTMANN. I could not give it to you now. If you will allow me to call over to the office while we go ahead with something else, I can get those figures. Those figures are over there on my desk.

Mr. TAYLOR. I am badly confused about this, and I would like to get the figures.

Mr. SULLIVAN. You ought to have a starting point.

Mr. SMITH. The assistant clerk will telephone for you, Mr. Superintendent, if you wish. I would like to know what your expenditures in the Philippines were in 1905 under every head of this bill.

Mr. TITTMANN. Yes; exactly.

The CHAIRMAN. Under all the different appropriations or items for your service.

Mr. TITTMANN. Including the salaries of assistants and all that?

Mr. SMITH. Everything carried in this bill. We want to know how much out of that item has gone to the Philippines for 1905.

The CHAIRMAN. And for each year.

Mr. TITTMANN. You know, of course, that our appropriations are specific. Shall I show the salaries paid to the assistants where specifically provided for, or do you just want the party expenses?

Mr. SMITH. We want the expenditures made in the Philippines, especially for the year 1905, under every heading of this bill.

Mr. TITTMANN. All right, sir.

The CHAIRMAN. He wants to know whether you want the salaries.

Mr. SMITH. I do not care for the personnel of any item, but the aggregate of each item—

The CHAIRMAN. The aggregate of each item in the Philippines.

Mr. SMITH. You say also in the last four months you have greatly increased the expenditures in the Philippines?

Mr. TITTMANN. Yes.

Mr. SMITH. I would like to know what that increase is in these items.

Mr. TITTMANN. It may take me a little time to get the data in shape for you, but I will come back just as soon as I can get back.

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THURSDAY, April 26, 1906.

## COAST AND GEODETIC SURVEY—Continued.

### STATEMENT OF MR. OTTO H. TITTMANN, SUPERINTENDENT.

Mr. SMITH. Under what system has this cooperation between your Bureau and the Philippine government been conducted; have they paid money directly to you?



Mr. TITTMANN. No; they have not. It has not been turned over to us. It has been expended, however, under the direction of Mr. Putnam, one of my assistants, who is the representative of the Survey over there. They audit those accounts. We had a general agreement in this form: With the authority of the Secretary of the Treasury, at that time my chief, we submitted a plan for cooperation with the Philippine government, and they agreed to bear a certain portion of the expenses, as nearly as they could; we were to furnish the technically trained men and to spend as much as our appropriation allowed.

They furnish us office room in Manila. It is very essential to have an office there, so that information can be promptly published. There is now quite a large force of Filipino draftsmen, whom we trained, in our office in Manila. They are able to do very fine pen work, but they are not really cartographers. They can prepare charts under the direction of our officers. For a while we published our charts there, but we had to give that up. A great deal of general information that comes to our office in Manila is immediately published for the benefit of commerce, such as sailing directions and notices to mariners relating to dangers to navigation and to lights and buoys. These are published frequently at the expense of the Philippine government.

Mr. SMITH. In this way the Philippine government has contributed about \$80,000 a year.

Mr. TITTMANN. The appropriation for the current year is \$87,500, and as in our own case the appropriation the first year was smaller. The appropriations which they have made have grown. They have turned over to us, and did right at the start, a small vessel called the *Research*. They also built a surveying ship, at a cost of \$65,000, called the *Fathomer*, which they turned over to us. We furnished the officers, but not the crew. They had to pay the crew and running expenses; and they have this year turned over to us two of the coast-guard vessels which are about the same size as our vessels here. Of course when anything happens over there, whenever a transport goes ashore, and that happens frequently, or a merchant ship is lost, they prod us and say that the Coast Survey is not going ahead, that we are going too slowly. As a matter of fact, no survey has ever been conducted so economically or so rapidly as that survey.

You will remember that the *Charleston*, the cruiser, was lost by running on an uncharted rock off the northern coast of Luzon; and transports have gone ashore, as well as commercial ships. The principal surveys that existed before we took hold were the surveys made by the Spaniards and by the British. The surveys were unsatisfactory. The Spaniards surveyed for a great many years, but in a desultory fashion. Most of their time was given up to suppressing piracy, I think, although they maintained surveying ships. The importance of those surveys is not purely local; it is really international.

Mr. SMITH. You intimated yesterday, as I understood you, at least, that the Philippine government had refused to further contribute. It has not done that, has it?

Mr. TITTMANN. No, sir; I don't know that I said that. I certainly did not intend to say more than to repeat what appeared in

the letter of the Secretary of War. He states that the Philippine government desired this Government to bear the expenditures which they are bearing. They notified me last spring that they could not continue the appropriations or would refuse to do it, but they did actually make an appropriation.

Mr. SMITH. Without doing so?

Mr. TITTMANN. Yes, sir.

Mr. SMITH. Now, suppose we take over this service; are we going to buy all of these vessels that you have been talking about?

Mr. TITTMANN. No; but if we were to buy them we would try to buy them for \$1 simply for the sake of form. We can not buy them; we haven't money enough. I think they would be perfectly willing to let us have them. As it stands under the law we can not repair any of those vessels because they are not our vessels. I mean even if we had the appropriation we could not repair them, and would not. Now, if we were to take them over, we might have to ask for an enabling clause to repair them, unless the Philippine government was willing to bear the expense.

The CHAIRMAN. If you acquire them by purchase; otherwise if your appropriation was large enough you could repair them.

Mr. TITTMANN. Yes; if we acquired them by purchase formally.

Mr. SMITH. Now, you spoke of the extent of this service and its being of utility to commerce everywhere. Would your publications be furnished to the Philippine government without expense to them?

Mr. TITTMANN. Well, the Philippine government is not especially interested. We publish the charts and the mariners buy them. That is the way we work.

Mr. SMITH. I ask whether you would furnish them gratuitously to the Philippine government, and, if so, to what extent?

Mr. TITTMANN. I suppose we would; yes. I see no reason why we should not within the law. We furnish charts to the Army and Navy. All Government authorities are entitled to them free of charge. I have not considered the question specially. I think they would be entitled to them.

Mr. SMITH. You don't furnish them to other branches of the Government for distribution?

Mr. TITTMANN. Not for distribution; no. We furnish a limited quota to Congress for distribution under the law. Each Congressman is entitled to ten charts—not ten copies of all charts, but ten charts for distribution.

The CHAIRMAN. Do the Congressmen avail themselves of that privilege?

Mr. TITTMANN. A great many of them do, and oftentimes those who are not specially interested in them and have no calls for them turn over their quota either to me or to others. I like to have some charts for distribution in that way, because we use them really for exchange—that is, for instance, on the Pacific coast the Alaska Packers' Association furnish us data all the time when they get information of reported rocks and other dangers, and if I send them a chart they indicate on it what the changes are. I generally send them two, and they keep the other. But still I have none for gratuitous distribution in any other way than I have just stated.

Mr. SMITH. Now, on yesterday you were asked what had been the contribution of the National Treasury to the survey in the Philippine Islands.

Mr. TITTMANN. Yes, sir; I can give you that, although I thought the question referred only to last year.

Mr. SMITH. I think I asked for both, but that is not material.

Mr. TITTMANN. I have this statement here. I submit it, however, with this remark—our accounts are kept by appropriations and not by localities, so that we made this up yesterday. I told the disbursing officer to assume that the officers who were on duty over there were there all the time, for if I did not tell him that he would have been compelled to find out how many days these men are in the Philippines—when they were ordered away—and it would have taken a long time to get the details. But that is a very small matter, and I think the object was to give it to you within \$10,000, but I gave it much closer, though I don't think the variation is material. This shows that last year the expenditure of the national service in the Philippines was \$141,191. This is an account that I made out last night, and it shows that the Philippine government, during the five years that we have been working there, has contributed about \$255,000, and the United States has contributed about \$432,000. You understand that these are approximations.

Mr. SMITH. What were the expenses under this whole item for Pacific surveys for the year ending June 30, 1905?

Mr. TITTMANN. Ninety-one thousand and fifty-eight dollars. That is out of that particular item—the Pacific coast item.

Mr. SMITH. I wish you would kindly tell me, out of this statement of expenditures in the Philippine Islands during the fiscal year 1905, how much was charged to that account.

Mr. TITTMANN. These two items—\$50,000.

Mr. SMITH. So that during the fiscal year ending June 30, 1905, you spent considerably over half of all the money spent out of this item in the Philippine Islands.

Mr. TITTMANN. Fifty thousand dollars. The total item is \$107,000.

Mr. SMITH. The total expenditures were \$91,000.

Mr. TITTMANN. Oh, yes.

Mr. SMITH. You spent five-ninths of all the money spent out of this item in the Philippines.

Mr. TITTMANN. Yes.

Mr. SMITH. And the Government of the United States is now spending in the Philippines close to two-thirds of the total expense, and the Philippine government in the neighborhood of one-third.

Mr. TITTMANN. According to the statement that I gave you, the expenditure was—I didn't give you the expense of the Philippine government. Last year it was \$113,000 and ours was \$142,000.

Mr. SMITH. And the Philippine government prior to that had never expended half of it.

Mr. TITTMANN. No.

Mr. SMITH. It more than doubled its expenditures last year.

Mr. TITTMANN. Yes.

Mr. SMITH. Last year all the Philippine government gave was \$59,000 in place of \$112,000.

Mr. TITTMANN. Last year; no, they gave \$113,000.

The CHAIRMAN. Was that in cash, or part in cash?

Mr. TITTMANN. We got no cash at all.

The CHAIRMAN. I didn't mean that they paid it to you in cash, but did they pay out any cash for services, or did their contributions consist entirely of property—like vessels and such?

Mr. TITTMANN. No, sir; they paid for the maintenance of vessels. They furnished the *Research* and the *Fathomer*, and they paid for the men in the field, too. We furnished the *Pathfinder*. That is our principal item of expense. That is a very large expense. Then we had other shore parties and some men in the Manila office to conduct the work. I did not want to anticipate your questions, Mr. Smith, but I want to answer the question you put to me yesterday in regard to this balance of \$100,000. I call that a balance, but it is a surplus, an unexpended balance.

Mr. SMITH. Where did you get the figures \$100,000?

Mr. TITTMANN. I am taking now this printed statement on page 15, Document No. 472. You will find a present unexpended balance of \$207,768. This includes the new appropriation of \$107,500. The difference between this and that shows a balance of \$100,268. That is the amount we have saved.

Mr. SULLIVAN. You are speaking of 1905 now?

Mr. TITTMANN. Yes. I want to tell you as nearly as I can what the condition will be on June 30, 1906.

Mr. TAYLOR. Before you leave that, I want to understand how you make that balance. This statement is made up as of June 30, 1905?

Mr. TITTMANN. Yes, sir.

Mr. TAYLOR. And this balance of \$207,768.83 includes the appropriation for the coming year as of June 30, 1905?

Mr. TITTMANN. Yes; because it is made immediately available and it is included in this statement.

Mr. TAYLOR. So that you did not have really an unexpended balance unconnected with the appropriation of \$107,500 for the then incoming fiscal year, but in making up that unexpended balance you included the new appropriation for that fiscal year?

Mr. TITTMANN. Yes, sir; that is included with this statement of \$207,000.

Mr. TAYLOR. So that your balance, in the sense of a balance, was \$100,268?

Mr. TITTMANN. Yes, sir. Now, to come to what I thought Mr. Smith desired to know, and what I presume you all desire to know, we expect to have on June 30 of this year, 1906, an unexpended balance of about \$50,000. I base that statement on my allotment, and I did hope that we will save here and there—that is, that \$100,000 will be decreased to \$50,000 on June 30, with the parties all out.

Mr. TAYLOR. About sixty days from now?

Mr. TITTMANN. Yes, sir.

Mr. SMITH. Have you seen this letter from the Secretary of Commerce and Labor, in which he says that this surplus was purposely built up?

Mr. TITTMANN. Yes, sir; this is a copy of the letter:

DEPARTMENT OF COMMERCE AND LABOR,  
COAST AND GEODETIC SURVEY,  
Washington, April 12, 1906.

HON. J. A. TAWNEY,  
Chairman Committee on Appropriations,  
House of Representatives, Washington, D. C.

SIR: Replying to your letter of the 6th instant, in which you request "a detailed statement of the expenditures for the fiscal year ending June 30, 1905, in the lump-sum appropriations carried in the sundry civil appropriation bill under the several heads and under the title 'Coast and Geodetic Survey;' also

a statement in cases where, under the head 'Coast and Geodetic Survey,' appropriations are made 'immediately available and to continue available until expended,' and the amount, if any, of the Treasury balances and the amount of the available balances in each case," I respectfully call your attention to the attached copy of a "Statement of the expenditures in the Coast and Geodetic Survey for the fiscal year ended June 30, 1905," which I transmitted to the honorable Speaker of the House of Representatives on January 25, 1906, and which document, I believe, conveys in quite full detail all of the information asked for.

I respectfully call your attention to the item of "Party expenses," on page 19 of this report, which shows an—

Apparent balance of.....	\$315, 737. 60
From this should be deducted the appropriation for the year 1906..	189, 500. 00

Leaving real balance of.....	126, 237. 60
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This balance of \$126,237.60 is not the result of chance or oversight, but has been carefully husbanded and accumulated during the last five years out of the item for "Pacific coast," for the following reasons: The survey work in Alaska has been pressed during all these years as rapidly as the supply of ships and skilled men and short seasons would permit. Next to Alaska the most urgent demand on the Pacific coast item is made by the Philippines, the navigable waters of those islands being practically uncharted.

Facing the problem of the enormous work required in the Philippines, this Department naturally turned to the insular government for such aid as it could give. Such aid was granted by the Philippine government to the extent of about \$80,000 a year. The condition of the Philippine treasury warned this Department that this aid might cease to be forthcoming at almost any time; hence prudence suggested that the Pacific coast item of the Coast and Geodetic appropriation be carefully strengthened by a reasonable accumulation of money to meet the probable breakdown of Philippine aid without allowing such loss to make shipwreck of the work under its charge in the Philippines or compel the incurring of a deficiency to prevent such a disaster. That this course was a wise business precaution is proven by the fact that the Philippine government has finally been compelled to consider the withdrawal of this aid, and the appropriation named has now enough reserve strength to meet this sudden strain without curtailing its work or calling for a deficiency.

All of the present accumulation will be necessarily expended within one year. In this connection I will further state that apart from the feature of economy, which is apparent, it is absolutely necessary that the items for the survey of the Atlantic coast and Pacific coast remain continuing appropriations for the reason that the great bulk of these moneys are paid out in the most remote points in Alaska and in the Philippines. This is accomplished in the most economical way by the disbursing agent of the Coast Survey advancing the required amount of funds to the (bonded) chief of party in charge of each ship or field working party. Some of this money is expended in regions so remote that return credits are not received back in Washington until six months after the money was sent out. This condition ties up a large amount of money on account of the time which necessarily elapses between the date the actual cash leaves the Treasury and the date when it returns in the form of vouchers, representing its expenditure at the remote points mentioned.

This condition requires a considerable appropriation which is immediately available and continuing to bridge over the close of each fiscal year and still leave enough available cash in the hands of each ship captain and chief of party, making surveys in remote regions, to meet current expenses. There are now 76 of such bonded chiefs of party, and the appropriations now "immediately available and available until expended" are none too large to meet the conditions named. The necessity for making these funds immediately available is due also to the circumstance that the ships, outfitting for distant points, such as Alaska, generally in May, must be furnished with coal, provisions, and other supplies for the whole working season, which extends four or five months into the following fiscal year.

Respectfully, yours,

V. H. METCALF, *Secretary.*

Mr. SMITH. Do you understand that in making up your estimates to Congress that you have any right to estimate more than you expect to use during the ensuing year in order to build up a bank account?

Mr. TITTMANN. No, sir; I do not. The condition I think was like this: I thought that I covered the ground yesterday when I answered the chairman's question which led up to that also. My answer is this, that the amount of work ahead of us, the amount of work we have to do, would justify our asking for an enormously larger appropriation than we are asking for, legitimate, perfectly legitimate appropriation: and I have oftentimes when these matters have come up with my chiefs said, "We want to ask for larger appropriations," and they have said, "No, the committee will doubtless be willing to give you what you had before," and we, by great economy—because we knew that this circumstance might arise at any time—by great economy we tried to provide for that in a measure; and at the same time inasmuch as the terms of the appropriations permitted it, it seemed very reasonable and proper that we should so adjust our work as to get the most out of the appropriation that was possible.

Mr. SMITH. But you do not seem to grasp what I think is the fallacy of the whole proposition. You are required to make an estimate to Congress as to the needs of your service for the next fiscal year. Now, with the full knowledge that you had a surplus built up here, practically sufficient to cover the expense for the next fiscal year, you each time send in an estimate in excess of what this expense would be, as avowed by the Secretary of Commerce and Labor, not to spend the money, but for the purpose of building up a surplus without the knowledge of Congress.

Mr. TITTMANN. Was it without the knowledge of Congress? We rendered this printed account every year in detail. Certainly this surplus was shown every season.

Mr. SMITH. It may have been shown in some documents that nobody investigated, but the question is, How can you reconcile with your duty the filing of an estimate of what you will need for your service when you know you will not need it, and when you are simply trying to build up a bank account for a contingency?

Mr. TITTMANN. I could go before Congress ever year and ask with perfect fairness for twice the sum we have asked for.

Mr. SMITH. You could never ask, in my judgment—and I don't mean it in any offensive sense—for more than you have to spend the next year. I don't understand that any Department has a right to build up a bank account, a continuing appropriation. Of course, in the War Department, where they have to take two years to complete a gun, they may have to get an appropriation first and hold it over for that length of time to finish the gun, but I don't understand that any branch of the Government service has a right to make an estimate to Congress for more than they will need the next year.

Mr. TITTMANN. But there were more circumstances that contributed to that. The fact that we did fear that at any time they might withdraw their support, for we only had the agreement which I referred to, made it, I think, imperative to provide for an emergency of that kind.

Mr. SMITH. Why not provide for it by avowing it to Congress and have Congress knowingly attend to it?

Mr. TITTMANN. Knowingly, of course.

Mr. SMITH. Was it ever explained to Congress that you were trying to build up a service for this emergency?

Mr. TITTMANN. No; not in those words, but right straight along

we have been unable to get the men that we might have gotten in any year, and we have not been able to get them because we can not pay them sufficiently.

Mr. SMITH. Don't you think that when an emergency comes you ought to submit it to Congress and not take it out of the hands of Congress?

Mr. TITTMANN. Yes.

Mr. SMITH. I understand there has been a very large growth in the Philippine service.

Mr. TITTMANN. Yes, sir.

Mr. SMITH. In 1901, which was three years after we took possession of the islands, as I remember, the total expense of both the Philippine government and the United States Government seems to have been between twenty-nine and thirty thousand dollars, of which the Philippines paid the greater proportion.

Mr. TITTMANN. Yes.

Mr. SMITH. I notice that the next year this suddenly arose to more than \$96,000, of which the Philippine government paid a little over \$25,000 and the United States between seventy-one and seventy-two thousand dollars; that in 1903 the Philippine government gave \$47,778 and we \$95,000. In 1904 the Philippine government gave \$51,000 and the United States Government \$109,000. In 1905 the Philippine government gave \$113,000 and the United States \$141,000. Isn't this an extraordinary growth of this service?

Mr. TITTMANN. Not at all, because we could not go full-fledged into a country like that. That would be necessarily so because it takes years to organize.

Mr. SMITH. What is the coast line of the Philippines?

Mr. TITTMANN. About 11,000 miles.

Mr. SMITH. Isn't that a good deal more than the Light-House Board gave?

Mr. TITTMANN. Yes, possibly; for there are two ways of estimating the coast line; one is what we call the "general coast line," and the other counting all of the intricacies, and the line with the intricacies really ought to be counted in order to compare it with the coast line of the United States and Alaska, which is about 90,000 miles, as compared with the Philippines 11,000 miles, on the same scale.

Mr. SULLIVAN. That is, with the shore indentations?

Mr. TITTMANN. Yes, sir.

Mr. SMITH. So that we are between eight and nine times as great here as they are?

Mr. TITTMANN. Yes, sir.

Mr. SMITH. What are the total expenses of your branch of the Coast and Geodetic Survey for the year 1905?

Mr. TITTMANN. The appropriation, I think, is about \$850,000, including salaries and everything else.

Mr. SMITH. And the Philippine expenses have already run up to \$254,000 a year, at the end of last year?

Mr. TITTMANN. One hundred and forty-one thousand dollars is what we spent last year.

Mr. SMITH. Yes; but the Philippine government spent \$113,000.

Mr. TITTMANN. You mean including theirs; yes.

Mr. SMITH. So that you have already given the expense at the end of last year in the Philippines up to about one-third of the United States coast line, which is between eight and nine times as great.

Mr. TITTMANN. But the element of time enters there.

Mr. SMITH. Since then you have also greatly increased the expense in the Philippines.

Mr. TITTMANN. Yes.

Mr. SMITH. Have you got any figures that would indicate the increase per annum for the present fiscal year?

Mr. TITTMANN. Yes; I said that the balance on June 30, 1906, would be about \$50,000, and that would indicate during this fiscal year that we spent \$50,000 more than last year.

Mr. SMITH. Out of this one item; but I mean how much has the whole expense risen in the Philippines?

Mr. TITTMANN. Not in that proportion. The additional people that we have sent over there would probably be six or seven officers.

Mr. SMITH. You expressed the opinion, as I recall it, on yesterday, that you had increased the expenses in the Philippines four or five thousand dollars a month. Did you say that?

Mr. TITTMANN. I did; yes.

Mr. SMITH. If that be true, the expense in the Philippines for the fiscal year 1906 will be, in round numbers, \$300,000. Is that correct?

Mr. TITTMANN. I would have to figure on that; I don't like to give it.

Mr. SMITH. I don't want you to give it unless you realize that it is correct. You spent \$255,000 there in the year 1905.

Mr. TITTMANN. Do you include the Philippines? I thought you were speaking of our expenditures?

Mr. SMITH. You are proposing to assume it.

Mr. TITTMANN. Oh, yes. Then you are about right.

Mr. SMITH. More than \$300,000 a year, then, for the Coast and Geodetic Survey for the Philippines. Is there any reason for this disproportion between these expenses here and there, save the fact that the survey of the United States is in a more advanced state than in the Philippines?

Mr. TITTMANN. That is not exactly the reason. The reason is that the commercial demands are equally pressing in about all localities. In the Philippines we can work all the year round. On the Alaskan coast—and that is our principal work on the west coast, where the commercial demands are also very pressing—we can work only about half the year. We have plenty of additional work of a little different kind on the Pacific coast, but we have not been able to do that, because we haven't had the money for that.

Mr. SMITH. Why is the money so free for the Philippines and not for the United States? I can not understand why this work is growing so out of proportion in the Philippines to the growth in the United States.

Mr. TITTMANN. We have a certain number of vessels on the Pacific coast. In order to do work in Alaska we have to keep those vessels in condition. We have money enough under another item—not under this item, but under the item under which we can man the ships. \$210,000 a year—to keep those ships going for only a portion of the time.



Mr. SMITH. Yes; but I am not talking about a comparison of expenses between the Philippines and the Pacific coast. You tell me that the total expenditure both there and here was about \$800,000 a year.

Mr. TITTMANN. No; both there and here, unless you are speaking only of the United States appropriations.

Mr. SMITH. I am speaking of the United States appropriations for the purposes of this question, and it will be all United States appropriation if your wish is carried out. There are a great many portions of the United States outside of Alaska. I want to know why it is that, with 90,000 miles of coast line in the United States and 11,000 miles in the Philippines, you are spending between one-third and a half of all your appropriation in the Philippines.

Mr. TITTMANN. Oh, yes. The answer, of course, to that is that out of that appropriation we spend all the money we have for the Atlantic coast under that item.

Mr. SMITH. What I am trying to get at—

Mr. TITTMANN. Then the answer is because practically you have entirely unsurveyed territory over there.

Mr. SMITH. That is the first question I asked you, whether the reason for this was because of the undeveloped state of the survey in the Philippines as compared with the United States proper.

Mr. TITTMANN. I didn't see the bearing of your question.

Mr. SMITH. That was the first question I asked. If that be the reason, how long are these enormous appropriations for the Philippines to keep up?

Mr. TITTMANN. That would depend upon the speed with which you desire to have the work done.

Mr. SMITH. You know the speed at which you are putting this work in there, at the rate of \$300,000 a year.

Mr. TITTMANN. I can tell you what you have accomplished, about, in percentage of total work to be done. We have done about 11 per cent of it, as nearly as we can estimate.

Mr. SMITH. So that according to your estimate it will take several years yet of these large appropriations?

Mr. TITTMANN. Yes; if you want the work to go on at that rate.

Mr. SMITH. The expense having been rapidly rising, I assume that most of your work has been done in the last year?

Mr. TITTMANN. We have made very good progress during the past year—much faster.

Mr. SMITH. A third of all the money you have ever spent there you have spent in the last year?

Mr. TITTMANN. Yes.

Mr. SMITH. Have you done one-third of the work in the last year?

Mr. TITTMANN. I think so, barring the fact that our principal vessel was caught in a typhoon and was laid up on that account. She was badly injured, and had to be brought to Manila for repairs.

Mr. SMITH. You spoke about the United States being quite as much interested as the Philippines, and about its being a question of commerce and merchant marine rather than directly connected with the islands. As we have practically no merchant marine in the United States, then your theory is that the Coast and Geodetic Survey is of no value at home to us?

Mr. TITTMANN. Far from that. I think the matter of surveying is really an international duty, and all nations so consider it, and all nations are doing it.

Mr. SMITH. Now, as a matter of fact, even though the Filipinos don't own a ship, the Filipino people have no means of communication with the rest of the world excepting by water, and that communication only being safe by reason of the Coast and Geodetic Survey, they have the same interest in the survey of their coast that we have here in the survey of ours?

Mr. TITTMANN. They certainly have.

Mr. SMITH. Then what is the reason they should not contribute to the expense of this survey?

Mr. TITTMANN. My theory was that they should contribute, and that is why we tried to make the arrangement that they should.

Mr. TAYLOR. According to your statement, the Philippine government have fallen down and failed to respect your requests; and after failing, you desire to continue the survey on our own account.

Mr. TITTMANN. I think that is a proper attitude. I think that having charge of the Philippines we ought to make those surveys. Formerly, under the Spanish régime, the British came in and made some surveys. There must have been some very good reasons for it or they would not have sent ships there. The reason the Spaniards did not succeed is because they did not succeed in anything of that kind. We went to Porto Rico, and we have made the surveys around there which certainly justify their having been made.

Mr. TAYLOR. Could not the Philippine government as at present organize and carry on such a survey as is necessary there?

Mr. TITTMANN. Independently? No.

Mr. TAYLOR. You think it could only be done by cooperation between you and them, as has been in the past?

Mr. TITTMANN. Yes.

Mr. TAYLOR. You didn't want to say refuse, but they have failed, and notified you that they would not be able to continue the cooperation.

Mr. TITTMANN. The only form of notification under the present conditions that I have at all in the matter is that letter of the Secretary of War in which he asks this Government to take over the whole cost. I stated before what had been intimated to us before, but as this is subsequent action I think we should base it upon that statement.

Mr. SMITH. You say "intimated before;" both orally and in writing?

Mr. TITTMANN. No; it was a dispatch from Mr. Putnam. It was in writing too. A question came up in a dispatch that was shown me by the War Department asking the Government to arrange so that the Government could take over these surveys.

Mr. SMITH. How long ago was that?

Mr. TITTMANN. I think that was last summer, just about the time when Secretary Taft started for the Philippines and before he had gotten there.

Mr. SMITH. Now, after that was done, the Philippine government appropriated \$87,500 to continue the cooperation in this service, or so many pesos; so that from the time they made the last appropriation of \$87,500, or its equivalent in pesos, you never have heard a

word excepting what you may infer from this document sent you by the Secretary of War.

Mr. TITTMANN. Quite right.

Mr. TAYLOR. Under that I would draw the conclusion that you think that the whole of this proposition comes from the War Department through the Secretary of War—that is, as to the United States taking over the whole cost.

Mr. TITTMANN. From the Philippine Commission, so the Secretary of War states.

Mr. TAYLOR. He approves it.

Mr. TITTMANN. He approves, and he asks Mr. Metcalf, the Secretary, to ask for this appropriation.

Mr. SMITH. Do you claim that you know of no correspondence between the Secretary of War and the Philippine Commission, or the Secretary of War and the Secretary of Commerce and Labor, with reference to this subject, except what is embraced in this document before Congress?

Mr. TITTMANN. No, sir.

Mr. SMITH. So if these things you think are in there, as indicated in your testimony are in there, you don't know anything about such things existing.

Mr. TITTMANN. Are you referring to the statement which you say I made yesterday—that they had withdrawn the appropriation?

Mr. SMITH. I claim that there is not anything in this document to intimate that the Philippine government has declined or failed to pay, or done anything in that direction.

Mr. TITTMANN. Of course I don't want to create any impression that was entirely different from what was in the document before you.

Mr. SMITH. I want to know whether you had any information outside of the document?

Mr. TITTMANN. Of course I know that those people are hard up, but I have no official correspondence on that subject. But I didn't suppose you wanted to know about that.

#### CONTINUING RESEARCHES IN PHYSICAL HYDROGRAPHY.

The CHAIRMAN. The next item is for continuing researches in physical hydrography. You estimate for the coming fiscal year \$6,400, which is the same as the amount of the current appropriation. I observe that this item is not made immediately available, and does not continue available until expended. Is there a balance of this left over?

Mr. TITTMANN. I think not. Certainly not any material balance. We generally try to keep a little balance left over. We practically expend that balance. On page 8 you will find the total expense \$6,121. Those are nearly all fixed charges. We continue right along for tidal observations.

#### OFFSHORE SOUNDINGS AND EXAMINATION OF REPORTED DANGERS.

The CHAIRMAN. The next item is for offshore soundings and examination of reported dangers on the coasts of the United States and of coasts under the jurisdiction of the United States, and to continue the compilation of the Coast Pilot, and to make special hydrographic examinations, and so forth, \$15,000. Do you, in using that language, intend to include the Philippine Islands and Porto Rico?

Mr. TITTMANN. Yes; they are included in that. That has been so ever since they were acquired.

The CHAIRMAN. And your appropriation there is the same?

Mr. TITTMANN. Yes.

The CHAIRMAN. There is a small balance left over at the close of the last fiscal year in that item of about \$2,400.

Mr. TITTMANN. Those items vary. It depends upon how much we do under that.

The CHAIRMAN. And that item is not immediately available?

Mr. TITTMANN. No, sir.

#### CONTINUING MAGNETIC OBSERVATIONS AND ESTABLISHING MERIDIAN LINES.

The CHAIRMAN. The next item is for continuing magnetic observations, and to establish meridian lines, and so forth. How much was disbursed during the fiscal year out of that appropriation?

Mr. TITTMANN. I can only tell you offhand.

The CHAIRMAN. Will your expenditures in the next fiscal year under both of these heads be as great as those during the present fiscal year and the last fiscal year?

Mr. TITTMANN. Yes, sir; those are very narrow margins.

The CHAIRMAN. Is this work under the head of "Offshore soundings and continuing magnetic observations" included in your general plan for the coming, or the next fiscal year?

Mr. TITTMANN. Yes, sir.

The CHAIRMAN. Including the plan of work laid out?

Mr. TITTMANN. Yes, sir.

The CHAIRMAN. As a necessary part of it?

Mr. TITTMANN. A very essential part of it.

#### SPECIAL SURVEYS REQUIRED BY THE LIGHT-HOUSE BOARD.

The CHAIRMAN. The next item is "For any special surveys that may be required by the Light-House Board or other proper authority, and contingent expenses incident thereto, to be immediately available." What other authority that the Light-House Board can call upon you for special services?

Mr. TITTMANN. The State Department, for instance.

Mr. SULLIVAN. For what purpose?

Mr. TITTMANN. Perhaps I could illustrate best by stating upon what I base that. Not only on tradition and fact, but upon this, that some years ago the State Department was engaging with the British Government for re-marking the boundary along the forty-ninth parallel, and the matter was brought to the attention of Congress. We were asked to do it—that is, my instruction was that, and Congress gave an increased appropriation for that purpose, simply putting it in there, and said, "You can do it under that." Now, recently we have done the same thing along the Vermont boundary—that is, the surveyors we have are working for the Government, and when the question of negotiation comes up the question is asked us: "What is the condition of that boundary"—that is, how can our State Department meet the British, who have knowledge of the same boundary? We sent an officer up there to go over the territory, and

the conditions have been reported. Of course those things don't happen every year, but it is an exceedingly useful and important part of our business. After that, when the State Department comes before you and asks for an appropriation for a boundary, this item is no longer available for that.

The CHAIRMAN. How frequently are you called upon by the Light-House Board to make surveys?

Mr. TITTMANN. Not very frequently. We are called upon in out-of-the-way places; for instance, we were called upon to make some special surveys through Unamak Pass a few years ago, and they wanted surveys at Resurrection Bay. They may call upon me at any time for something of that kind. Of course if we have the data there is no expense under this paragraph, but it gives us some leeway to have the item.

The CHAIRMAN. At the beginning of the fiscal year 1905 you had available \$30,484 in addition to the appropriation of \$12,000, making for the current year an appropriation of \$42,484.

Mr. TITTMANN. We spent that, I think.

The CHAIRMAN. And you expended during the fiscal year 1905, \$10,822, leaving a balance at the beginning of this fiscal year of \$31,661, which, with the appropriation for the current year, would make \$43,661. That is on page 16.

Mr. TITTMANN. Now, in regard to that, we last year went on the boundary from Lake Champlain to the head of the St. Croix River, and completed that reconnaissance for the State Department.

Mr. SULLIVAN. That was the Vermont boundary you spoke of?

Mr. TITTMANN. Yes.

Mr. SULLIVAN. You did not survey a land boundary?

Mr. TITTMANN. No; this was an international boundary.

The CHAIRMAN. International land boundary?

Mr. TITTMANN. Yes; but a water boundary where it strikes the water. Then, I think, we also charged to that a call that we got from the War Department for making special soundings for the laying of a cable. They had an appropriation for laying a cable between Valdez and the Resurrection Bay, and called upon us for charts which did not exist; and while we could not make the charts—that was too slow a process—we charged the special survey, the sounding for the cable, I think, to that appropriation.

The CHAIRMAN. What is the necessity for appropriating anything for this Service for the coming fiscal year? We expended from this appropriation \$10,529.64 during the last fiscal year, and do you think you will expend any more during the current fiscal year than you did during the last fiscal year?

Mr. TITTMANN. During the current fiscal year I think we have expended more. I am sorry I can not give you that exactly, but I think we have used up that appropriation. I can tell you that later on, because I think those special services were made in connection with cable laying.

The CHAIRMAN. Do you mean your expenditures during the current fiscal year are greater than they were during the last fiscal year?

Mr. TITTMANN. They were, if we charged that cable laying to it, and the boundary business.

The CHAIRMAN. Have you performed any special service this year since last July?

Mr. TITTMANN. Yes.

The CHAIRMAN. What service have you been performing since last year; what special service?

Mr. TITTMANN. I just mentioned, I think, one; we made the Vermont boundary survey.

The CHAIRMAN. Since last July?

Mr. TITTMANN. Yes.

The CHAIRMAN. Do you think of any other?

Mr. TITTMANN. I think the cable was laid before. I think that is probably all.

Mr. SMITH. You might furnish us that information to date—the balance up to date under that item.

URGENT OBJECTS NOT HEREINBEFORE NAMED.

The CHAIRMAN. The next is for objects not hereinbefore named that may be deemed urgent, and so forth, \$4,000.

Mr. TITTMANN. In regard to that I have a note here that refers to the latter part of it. It says the expense of attendance of the American delegate at the meetings of the International Geodetic Association, not to exceed \$550. It is not my purpose to ask for any increased appropriation there, but to ask you whether you would permit a change in the wording. It says here "the American delegate." The laws says "The President is authorized to appoint delegates who shall be officers of the Coast and Geodetic Survey." My desire is that in order to make that accounting possible that this be made to conform to the law, and make it "delegates" instead of "delegate."

The CHAIRMAN. Plural instead of singular?

Mr. TITTMANN. Yes.

The CHAIRMAN. Do you know whether there is any balance of this appropriation?

Mr. TITTMANN. I think very likely there is, although I will give you that, if you want to know what it is, up to date.

The CHAIRMAN. How frequently does this association meet?

Mr. TITTMANN. About every two years. We are to have a meeting this year.

The CHAIRMAN. What time this year?

Mr. TITTMANN. Probably in September.

The CHAIRMAN. Then it will come out of the next fiscal year?

Mr. TITTMANN. Yes.

Mr. SULLIVAN. What "objects not hereinbefore named" have you ascertained occur regularly from year to year? Take the fiscal year 1905; what was the \$4,000 applied to excepting for the purpose of delegate meetings, your field force temporarily ordered to Washington for consultation, and the preliminary plans and specifications of vessels? Besides those three, what other objects are there in that item in 1905?

Mr. TITTMANN. I really don't know of any just now, but here is the reason for the item: It is a small appropriation, as you see, and our appropriations are specific. If we have an appropriation for a particular thing, of course we can not purchase out of any other appropriation anything of that kind. Oftentimes where a paragraph things are named, it imposes a restriction on other expendi-

tures. Where things are not named, and those things occur—but I think I can give you one instance right now. Some months ago the Treasury Department put us out of the Appraisers' building. We had no appropriation to pay rent, to provide quarters for our people in San Francisco, where we have a suboffice; but having this appropriation for "objects not hereinbefore named that may be deemed urgent" we were able to hire our present quarters in San Francisco. I am glad to say that our records, our instruments, and everything in those quarters are saved.

The CHAIRMAN. Was the building destroyed?

Mr. TITTMANN. No; it was not destroyed. I took rooms in the Columbus Bank building, and we paid seventy-five or one hundred dollars a month.

Mr. SULLIVAN. Then this is in reality a contingent fund?

Mr. TITTMANN. It is in one sense, but it is not a good plan to call it a contingent fund. There are a thousand and one rulings of the Comptroller in regard to contingent funds.

The CHAIRMAN. An expenditure for any other purpose out of this appropriation than one of the purposes named in this paragraph would not be approved by the Auditor or Comptroller?

Mr. TITTMANN. No object specified in this appropriation by law could be paid out of this paragraph, but when an emergency arises we have a little latitude. Our money is carefully husbanded. It is for objects that may be deemed urgent.

The CHAIRMAN. Then you go on and specify those objects which are included.

Mr. TITTMANN. That is in order to make it permissive. Of course, the form of this appropriation is based upon long experience and on difficulties that have arisen from time to time. We are an old institution; we have been running for nearly a hundred years.

The CHAIRMAN. My interpretation would be that everything else is excluded.

Mr. SULLIVAN. But he says no—in other words, he is authorized to expend out of this \$4,000 money for the three objects specifically mentioned here, and also for any others which are not mentioned and which are not also mentioned in the previous paragraph.

Mr. TITTMANN. I will tell you why we are justified in thinking that. Probably this paragraph originally read: "For objects not hereinbefore named that may be deemed urgent." Now, when we found we had no provision, for instance, for paying for plans and specifications for a ship, we were absolutely helpless. If we needed a ship we had no money to get a basis for an estimate of cost, and we put in this appropriation "Including the preparation or purchase of preliminary plans;" and it was not at all to limit the authority we had before. That was really intended as additional.

Mr. TAYLOR. And the Comptroller did not regard specifications and plans as coming under the term "urgent."

Mr. TITTMANN. No.

Mr. TAYLOR. So you had to get something to justify you in that expenditure?

Mr. TITTMANN. Yes; we are not lawyers. As a rule we draw up these things and submit them to you; and at that time the object is perfectly well understood, because the talk before the committee is just as free as it has been here to-day.

The CHAIRMAN. Have you ever experienced any difficulty in having your payments out of this appropriation allowed, where the payment was for any object other than the objects specified?

Mr. TITTMANN. We have not so far.

The CHAIRMAN. Have you made any payments out of this appropriation for objects other than those following the word "including?"

Mr. TITTMANN. I think I can say we have. I can not state the cases just now, but I know we have.

The CHAIRMAN. The next item is the 10 per cent interchangeable proviso. Have you exercised that authority in respect to any of the preceding items; and if so, which ones, and to what extent?

Mr. TITTMANN. We always, of course, exercise it within the extent permitted by the law.

The CHAIRMAN. Have you found this to be necessary in your experience?

Mr. TITTMANN. Oh, yes; very necessary. We have borrowed, I know, especially for that appropriation for tides. We only borrowed from one of the other appropriations for that. Of course the total appropriation is, I believe, \$6,400, and we could only borrow \$640 to give us a little leeway. We have borrowed from the Pacific coast for the Atlantic coast. We did not do it last year, but we may do it this year, and I think I stated before according to the allotment I will have a balance in June on the Atlantic coast appropriation of about \$880. We may spend more or less, but we have that margin.

The CHAIRMAN. You don't borrow in the sense that you pay back the amount.

Mr. TITTMANN. Of course not. I simply mean that we transfer that 10 per cent.

The CHAIRMAN. Ten per cent from one item to another?

Mr. TITTMANN. Yes.

Mr. SMITH. You transferred, as I remember it, \$15,000 on the off-shore soundings last year to the State surveys.

Mr. TITTMANN. I don't remember that. We do do it; it is very important, because, you see, these specific items are very rigid.

Mr. SMITH. This reference to Document No. 604 refers to the amount added for the Philippine service, does it?

Mr. TITTMANN. Yes, sir.

#### NUMBER OF VESSELS.

Mr. SMITH. How many vessels, all told, have you got in the Coast and Geodetic Survey, outside of the Philippines?

Mr. TITTMANN. Let me name them over and count them on my fingers, if you please. On the Atlantic we have the *Bache*, the *Explorer*, the *Endeavor*, and the *Hydrographer*, which are steamers. The *Matchless* and the *Transit* are small schooners. On the Pacific coast we have the *Patterson* and the *Gedney* and the *McArthur* and the *Yukon* and the *Taku* and the *Cosmos*. In the Philippines we have the *Pathfinder*.

That makes up our regular list of vessels, I believe.

Mr. SULLIVAN. That makes 13. You have 6 on the Pacific coast?

Mr. TITTMANN. Yes, sir.

Mr. SULLIVAN. There are 13, then—6 on the Atlantic and 1 in the Philippines?



Mr. SMITH. Is this *Pathfinder* one of the four you referred to this morning? How many vessels have you got in the Philippines?

Mr. TITTMANN. The only Coast Survey vessel is the *Pathfinder*. The other vessels are furnished by the Philippine government. The *Pathfinder* is the one I referred to.

Mr. SMITH. You have four others that are furnished by the Philippine government?

Mr. TITTMANN. Yes; the *Research*, the *Fathomer*, the *Marinduque*, and the *Romblon*.

#### COST OF THE VESSELS.

Mr. SMITH. Can you give us any estimate at all of the cost of the whole fleet that belongs to the United States? What has been expended on the whole fleet in original construction?

Mr. TITTMANN. No; I would have to go back to find out what it cost, but I can tell you later.

Mr. SULLIVAN. Approximately?

Mr. TITTMANN. Yes; the *Endeavor*, one of the steamers on this coast, was originally a Confederate gunboat.

Mr. SULLIVAN. He is only inquiring as to the cost now.

Mr. TITTMANN. The *Hydrographer* cost us about \$30,000. I should say that the *Bache* and the *Explorer* together cost \$160,000 or \$170,000. I do not know exactly. Those schooners I could not tell you about.

Mr. SMITH. To come right to the point I am trying to get at, I want to know about what is the percentage of the value of these vessels that you ask for repairs?

Mr. TITTMANN. Well, suppose we go ahead on that, and then, if you will allow me to supply the information later, it can, if you desire, be inserted in the hearing in place of the rough estimate which I can make now.

DEPARTMENT OF COMMERCE AND LABOR,  
COAST AND GEODETIC SURVEY,  
Washington, April 27, 1906.

SIR: As requested by the committee at the hearing yesterday, I transmit herewith a statement of the cost of Coast and Geodetic Survey vessels, and of vessels belonging to the Philippine government temporarily transferred to this Service and employed on Coast Survey duty. The total cost of the former (naked hulls, machinery, spars, and rigging, and exclusive of outfit, etc.) is \$662,218.62. The annual appropriation for repairs to Coast Survey vessels is \$29,500, or 4.6 per cent of the above amount. As your committee is aware, this is not adequate for the purpose of keeping the vessels in condition, and during the last five years the deficiency asked for and granted for this purpose has averaged \$17,589.56 per year.

The total cost of the vessels owned by the Philippine government and transferred to and in use by this Service is \$228,346.28.

I also inclose a statement of the balance under "Special surveys" and "Objects not named," both for the close of the last fiscal year and for this date. In this connection it should be borne in mind that the active season is just now opening, particularly on the western coast of the United States, and consequently these amounts will be materially reduced during the two coming months.

Very respectfully,

O. H. TITTMANN,  
Superintendent.

The CHAIRMAN OF THE COMMITTEE ON APPROPRIATIONS,  
House of Representatives, Washington, D. C.

APRIL 27, 1906.

*Cost of Coast and Geodetic Survey vessels.*

<i>Bache</i> (rebuilt).....	\$69,404.58
<i>Endeavor</i> .....	20,400.00
<i>Explorer</i> .....	100,543.29
<i>Gedney</i> .....	63,400.00
<i>Hydrographer</i> .....	20,000.00
<i>Matchless</i> (transferred to the Survey) (estimated).....	50,000.00
<i>McArthur</i> .....	55,000.00
<i>Patterson</i> .....	79,400.00
<i>Pathfinder</i> .....	170,000.00
<i>Transit</i> .....	3,300.00
<i>Taku</i> .....	11,844.35
<i>Yukon</i> .....	10,926.40
<i>Cosmos</i> .....	8,000.00
<b>Total</b> .....	<b>662,218.62</b>

*Cost of vessels belonging to the Philippine government and used by the Coast and Geodetic Survey, including original outfit.*

<i>Fathomer</i> .....	\$74,930.00
<i>Romblon</i> .....	67,673.64
<i>Marinduque</i> .....	67,673.64
<i>Research</i> .....	18,069.00
<b>Total</b> .....	<b>228,346.28</b>

## SPECIAL SURVEYS.

June 30, 1905 (including \$12,000 for current year).....	\$31,669.55
April 27, 1906.....	10,090.18

## OBJECTS NOT NAMED.

June 30, 1905.....	\$3,029.58
April 27, 1906.....	2,549.63

## REPAIRS OF VESSELS.

Mr. SMITH. Were these estimates revised after you sent them in?

Mr. TITTMANN. You mean by the Department?

Mr. SMITH. Yes.

Mr. TITTMANN. Yes, sir.

Mr. SMITH. Did you have a deficiency this last year?

Mr. TITTMANN. Yes; \$25,000 which you granted.

Mr. SMITH. That has gone into the urgent deficiency?

Mr. TITTMANN. Yes; that has gone into the urgent deficiency.

Mr. SMITH. That is the largest appropriation, then, for the last fiscal year that you have ever had by far under this heading—the one for 1906 and the deficiency?

Mr. TITTMANN. No; we have had deficiencies frequently.

Mr. SMITH. But you practically had \$30,000, and if you got \$25,000 deficiency that gave you \$55,000.

Mr. TITTMANN. That will practically be expended on the one ship, you know. That was a ship injured in a tornado, and that was for repairing her.

Mr. SMITH. That was for a specific ship in the estimates?

Mr. TITTMANN. No; we made the estimate for the fleet, because we had enough money to repair that ship, but it would have utterly deprived us of any money for getting the other ships ready.

Mr. SMITH. It was practically all consumed on that ship?

Mr. TITTMANN. Yes, sir.

May I be permitted to say one thing about that? If you will take vessels of the same kind in the Navy, you will find that to keep them in repair, on the average for a ship like the *Pathfinder*, it will cost about \$20,000 a year. We do not put our ships in quite so high a degree of efficiency as the naval ships, and yet our vessels are steaming all the time and working all the time, so that this is an exceedingly small appropriation. I am quite sure that everybody who is familiar with vessels must know that this is entirely inadequate, and experience has shown it. The committee has always been ready, when an accident has happened, to accept our statement and give us a deficiency. But after all that does not meet the need for repairs.

Mr. SMITH. Let me ask you: Has not your application for the increase of \$16,000 on this item been based on the taking over of the Philippine vessels? Is not that a very large amount for these small craft which you are going to take over there?

Mr. TITTMANN. No, sir; it is not. They are not so small. These two coast guard ships are as large as our two crack Atlantic vessels. Those are of about 250 tons.\*

Mr. SMITH. Did I understand you to say this morning that they were in bad repair?

Mr. TITTMANN. No, sir; I did not mean to convey that impression.

Mr. SMITH. How have they been kept up—by the Philippine government?

Mr. TITTMANN. Yes, sir; entirely. We have no money to pay on those.

Mr. SMITH. Have they been well kept up by the Philippine government?

Mr. TITTMANN. I do not know as to details, because they were not built under our direction. I think those coast guard ships cost between \$60,000 and \$70,000. They were built in Japan.

Mr. SMITH. Sixteen thousand dollars for them would be out of proportion to the amount you have been getting for the others?

Mr. TITTMANN. No, sir. We ought to have about \$4,000 a year for each vessel of that size for repairs.

Mr. SMITH. You have been getting \$30,000 a year, in round numbers, for twelve vessels. That is \$2,500 a year for each on the average.

Mr. TITTMANN. Yes; but you will add in deficiencies we have been getting.

Mr. SMITH. Adding in the deficiencies, it would be only about \$3,000 for each, the highest point you have reached. Now, you ask for \$16,000 for these vessels in the Philippines, so that that would be much more relatively than you have been getting for your own fleet here.

Mr. TITTMANN. You mean those one or two or three or four ships?

Mr. SMITH. Yes. You never got over \$3,000 apiece for your vessels here at home?

Mr. TITTMANN. We sometimes do not repair them, and when they get so bad that we can not do anything with them we try to get rid of them.

Mr. SMITH. Is it not more, relatively, than you have been getting for home ships?

Mr. TITTMANN. No, sir.

Mr. SMITH. Where have you been getting it if not from this appropriation?

Mr. TITTMANN. I know that we have figured on the average cost of repairs of vessels. We certainly did not spend this year as much as I am saying now. You are quite right. That would go on for a few years, and then would come a big appropriation of \$20,000 or \$25,000 to make up for the past year.

Mr. SMITH. You have never had as big an appropriation as \$20,000 or \$25,000, except this year.

Mr. TITTMANN. You will notice that we have been expending very much more than appears here, if you count in the deficiencies.

Mr. SMITH. I have all the deficiencies here for fourteen years. You had \$25,000 most of the time for the early years, and then one year you got \$44,000; but that would not make you average \$30,000.

Mr. TITTMANN. I think that the proposed \$16,000 for these vessels that are working all the time is very little money. I will put it that way.

Mr. SMITH. It is certainly more, so far as I can see, than you have been getting for vessels here at home.

Mr. TITTMANN. I want to be on the safe side. We had to divide up the appropriation in order to submit it to you in proper form, and, I think, as you did not want us to incur deficiencies and come before Congress with any deficiency, we ought to get an adequate allowance for the repairs of vessels. I have always said—and have been before this committee time and time again—that this amount that we have been getting is entirely inadequate. I have recently had a newspaper clipping that was sent to me from Seattle, calling attention to what they call “the three old-timers,” and blaming me for allowing people to go to sea in them. It is said that the men who went to Alaska in them never knew if they were coming back again. That is the sort of talk we hear from critical people.

Mr. BROWNLOW. Your regular estimate, Mr. Tittmann, is \$30,000?

Mr. TITTMANN. Yes, sir.

Mr. BROWNLOW. Now, House Document No. 604 comes in for \$16,000 for repairs?

Mr. TITTMANN. Yes, sir.

Mr. BROWNLOW. That is \$46,000. Is this \$16,000 for this year only on a regular appropriation?

Mr. TITTMANN. That would be a regular appropriation. If we take over those vessels we would need that probably every year. I think there is no doubt about that.

Mr. SMITH. That is the allowance for these four extra vessels?

Mr. SULLIVAN. Does the cost of these four vessels in the Philippines average about the same as the others?

Mr. TITTMANN. I think so. I am not able to tell you that exactly. I think of those coast-guard ships, the two that have been turned over to us cost between \$60,000 and \$70,000.

Mr. SULLIVAN. You can find out all the cost of these vessels, so that you can put an exact statement into this record?

Mr. TITTMANN. Yes, sir; I think so.

## OFFICERS AND MEN, VESSELS.

Mr. SMITH. Now we will pass to "Officers and men, vessels, Coast and Geodetic Survey." On this you have had the same appropriation for many years, and ask the same now unless the Philippine matter be added, which we will omit for the present. What was your balance for 1905?

Mr. TITTMANN. I think we had several thousand dollars. It is all given here in this document, gentlemen.

Mr. SMITH. We want it in the hearings, if you please.

Mr. TITTMANN. Perhaps you have looked that up and can help me out.

Mr. SMITH. The statements there made are not arranged in accordance with the items of this bill, so that it is hard to follow them. If every heading in that was in accordance with the headings in this bill there would be no trouble in following them.

Mr. TITTMANN. I think I can find that in a moment, if you will bear with me. It ought to be under "Manning and equipment."

Mr. TAYLOR. Look on the last page. There is a general recapitulation there. I do not know whether you will find it anywhere else in the document.

Mr. TITTMANN. The unexpended balance last year was \$8,077.18. That is on page 13 of the document.

Mr. SMITH. This item, so long as your fleet is not increased, is practically uniform, is it, in the amount of expense?

Mr. TITTMANN. The condition is like this: If we had all our vessels manned—and that is the economical way—I would have an annual deficiency of \$35,000; that is to say, if we had the complement and officers that go with the ships. But when the vessels come back from Alaska, for instance—the vessels on the Pacific coast—we discharge as many of the crew as we can and lay them up for the winter, because we can not work them in Alaska, and it is not economical to work them during the winter where surveys are needed, and, in fact, we have not money enough to keep them going. That has this great disadvantage: That the petty officers and the seamen who are trained to special work, like the leadmen, for example, have to be discharged, so that we do not start in with the full effective force—effective through training—at the next season. Besides that, when we discharge the crews some time is always consumed in that and in hiring men again. Time is consumed, so that we gain or save only a part of the money which would apparently be gained if we could cut off immediately all the pay of the crews.

Now, this year, for instance, I have arranged so that the *Endeavor* and another vessel shall have their crews discharged in order that I may have enough money to start the vessels on their Alaska trip. In every one of these appropriations you will find a balance, because those ships are very expensive, and we must have some margin. I dare not keep them going till the last moment, you know, and must keep a balance, so that the margin is there; but it does not mean that we do not need it.

## SALARIES.

Mr. SMITH. Under the next head of "Salaries, Coast and Geodetic Survey," the first change you propose to make is on page 84, to raise six aids from \$900 to \$1,100 a year. What is the necessity for that?

Mr. TITTMANN. My original proposition was—and that I have desired the Department to do—was not to keep any \$720 men at all, but to give them all \$900. The reason is that we can not keep our men. They come and go, so that we have not been able to retain the men that we secure. The pay is too small and I thought it very much better to start in at \$900. These men are all men who have passed through our universities and colleges. They have had expensive educations. We require that before they can enter the Survey they must pass a Civil Service examination, and they can do better outside—that is all there is to it; very much better.

Mr. SMITH. Would not that be practically true even at these increased salaries? That is, if the college man is of any account he is going to be worth more than \$900 in a short time?

Mr. TITTMANN. Yes; but if a man is told that he is going to get \$720 or is told that he is going to get \$900 he would rather take the \$900, and I think that might help us over some particular difficulty. We ought really to have a much larger force of trained assistants than we have.

Mr. SMITH. What is the distinction between an assistant and an aid?

Mr. TITTMANN. Nothing, except that the assistant is an aid who has served a number of years. Of course, a college-bred man does not know this business. He has only got the foundation for it.

Mr. SMITH. How many years does a man have to serve as an aid before he becomes an assistant?

Mr. TITTMANN. He must be promoted to it. Sometimes we promote them after two or three years' service. But their chances are very slight under this system of having specific appropriations. They must wait until somebody dies or resigns; and the trouble is that very good men resign, so that I have tried this as a remedy.

I thought this might help us. It is shabby pay, you know, even under any circumstances. Just think what these men have to do. They have no abiding place. They come here to-day, and I send them to the Philippines or Alaska; and the work in Alaska is terrific, you know. A good man, if he loves the work—for there is no financial future in it—will stay. But if we keep losing these men it is very expensive to the Government. We train them, and then they become valuable to other people, and they go. Of course we can not prevent that entirely.

Mr. SMITH. If this is an education during the period a man is an aid—an education for a calling—the fact that the compensation is small would not necessarily drive men away from it.

Mr. TITTMANN. It is very special, but the truth is, of course, that if a person has achieved any sort of rank in the Coast Survey he is looked upon as available for a great many other things. It is a high recommendation wherever he goes.

Mr. SMITH. Well, now, what do you say as to the necessity in your service of the number of employees that you have under this head?

Mr. TITTMANN. I say under that that we ought to have about a half dozen more assistants at about \$1,200 each.

Mr. SMITH. What amount did this aggregate last year? Did it consume the appropriation?

Mr. TITTMANN. It consumed the appropriation, except that when men are sick beyond the thirty days allowed them, or when they resign, or sometimes when they take a furlough without pay, or when there

is a vacancy that we do not fill immediately because we take time to pick the best man, a little money may be left over. Otherwise it is all consumed.

PAY OF OFFICE FORCE.

Mr. SMITH. Passing to the pay of office force, I notice that you insert the word "special" here in the paragraph covering the disbursing agent, as further defining that officer.

Mr. TITTMANN. That is not my action. Of course it is mine in one sense, but only in the sense that it is the Department's action. I do not know why they propose the change. I do not know anything about it at all.

Mr. SMITH. You have only one disbursing officer?

Mr. TITTMANN. Yes, sir; only one, and I think he has been otherwise designated right along. I do not know why this has been put in. It is probably in accordance with a general policy of which I am not informed and am not familiar with.

Mr. SMITH. There seems to be no other change in this until you ask for an additional chart corrector.

Mr. TITTMANN. Pardon me for one moment. There is an estimate for topographic and hydrographic draftsmen.

Mr. SMITH. Yes; I missed that heading. You ask for one additional at \$1,400, and then you ask for another additional at \$1,200?

Mr. TITTMANN. Yes, sir.

Mr. SMITH. What are the necessities for these additions to the force?

Mr. TITTMANN. It is in regard to these just as it is in regard to our engravers. Our force is very small.

Mr. SMITH. What is the necessity for this increase of two?

Mr. TITTMANN. To increase the output and to keep our trained men.

Mr. TAYLOR. Is not that simply promotions?

Mr. TITTMANN. One of them is a promotion.

Mr. SMITH. The other is an entirely new place. Then you strike out one at \$700.

Mr. TITTMANN. That is because we can not get anybody at that rate.

Mr. SMITH. It means one new man and one increase of salary. That is what it amounts to, is it not.

Mr. TITTMANN. Yes, sir.

Mr. SMITH. For astronomical, geodetic, tidal, and miscellaneous computers, you ask for two in place of one?

Mr. TITTMANN. Yes; that is intended for a promotion. It is intended to pay something like an adequate salary to one very able man that we have there.

Mr. SMITH. You make an increase of three and a reduction of one?

Mr. TITTMANN. No; that is in another item. Then you come to copperplate engravers.

Mr. SMITH. There is only one change in computers?

Mr. TITTMANN. Yes, sir.

Mr. SMITH. So that that is the only change in the computers?

Mr. TITTMANN. Yes.

Mr. SMITH. What is a computer?

Mr. TITTMANN. We have a great many computers in the office. They compute the work that is done in the field and sent in, and they put it into shape and compute it. For instance, a party goes out and makes a trigonometric survey, or a survey of any kind—a hydrographic

survey—and the survey is compiled in the office; the results are computed and correlated with the rest of the work.

Mr. SMITH. What I want to know is, what has he to know about the Coast and Geodetic Survey, aside from being a mathematician?

Mr. TITTMANN. This man for promotion was formerly a field officer. He was a youngster then, and went into the computing division because he had a great many children and had to look after them. I am only mentioning that to show that he has been in this profession a long time and has had a good deal of experience in the field, and he rendered very distinguished service.

I may mention the fact that when the Alaska Tribunal was preparing for its sessions in London, Mr. David K. Watson, one of the principal counsel of the United States, asked me to send a man over to Pennsylvania who could go over the technical part with him, and I sent this computer, and he was with him for several weeks; and later on Mr. Watson came down to Washington and came to see me, and said, "Is it true, Mr. Tittmann, that this man gets only \$1,400 a year?" I said, "Yes." He asked, "Why don't you give him more?" I said, "Because the salaries provided for are specific." He said, "This is a shame." I said, "I agree with you, but I can not help it." I simply want to show you that those are abilities acknowledged by other people; it is not merely that I think so.

Mr. SMITH. Now, passing to the copper-plate engravers, you ask for two at \$1,400 instead of one, and three at \$1,000 each instead of two, and drop out one at \$700.

Mr. TITTMANN. Yes; that is, again, because you can not keep copper-plate engravers at \$700.

Mr. SMITH. One is a promotion and the other two are new men?

Mr. TITTMANN. Yes, sir.

Mr. SMITH. How do these copper-plate engravers' salaries compare with what is ordinarily paid to copper-plate engravers outside the Government service?

Mr. TITTMANN. I think this pay probably corresponds very well with what is paid outside and in other offices. There is so much difference, of course, between individuals that it is difficult to answer that.

Mr. SMITH. Now, under the head of electrotypers, you have an additional man there?

Mr. TITTMANN. That is a promotion. I would like to speak about that, if you will permit me. That means that one \$1,800 man would get the \$2,000 place. That is the chief mechanic in the office.

Mr. BROWNLOW. You reduce one at \$1,800 and create a place at \$2,000?

Mr. TAYLOR. He takes one from the \$1,800 place and promotes him to the \$2,000.

Mr. BROWNLOW. It is only really an increased appropriation of \$200.

Mr. TITTMANN. That is what it amounts to.

Now, I would like to say in regard to this man that I know that he is in great demand. But apart from that, of course, when one of my subordinates comes to me and says, "I am offered more money outside," I say, "I am very sorry, but of course you ought to go." This man is very much devoted to his duties. He has done very remarkable things and I would like very much to recognize his ability and services in some way. It is difficult to do that. The only way I can do it



is to come to you gentlemen, and tell you. It is the only way, but it ought to be done.

Mr. SMITH. Is there any portion of this force under this general heading that can be eliminated?

Mr. TITTMANN. No, sir; we need more.

Mr. SMITH. What was your expense under this heading last year?

Mr. TITTMANN. It was just about the same amount. I can look it up here and tell you.

Mr. TAYLOR. \$48,345.89, leaving a balance of \$2,154.07.

Mr. SMITH. Generally speaking, have your appropriations increased greatly for the Coast and Geodetic Survey as a whole for the last six or seven years?

Mr. TITTMANN. No, sir; they have not.

Mr. SMITH. How do you explain, then, the fact that for so long a time you got along with this item of \$32,000 and below, and now you require over 50 per cent more?

Mr. TITTMANN. Because we have a very much greater output of work. That is the main reason. And I have put in, you see there, a lithographic establishment, which accounts for a portion of it.

Before you dismiss me, may I call your attention to one of the difficulties that I have?

Mr. TAYLOR. We want to ask you a question on that before you speak. You see the words there on page 88, "miscellaneous expenses?" Who proposed the amendment there, "miscellaneous expenses?" Please explain that, and say if you really desire it. What is the necessity for that additional language?

Mr. SMITH. Is it not contingencies of all kinds?

Mr. TITTMANN. Let me say that my recollection of this wording, "miscellaneous expenses," is that it was in some older appropriation bills, and some years ago, when the appropriation bill was made up, we could not see any particular reason for it and struck it out; then we ran up against rulings of the Comptroller which made distinctions between miscellaneous expenses and contingencies, or made no distinction—I do not remember what the exact facts are—but I know we decided that we would very much rather have it in there, because it would make it more flexible.

Mr. TAYLOR. More elastic?

Mr. TITTMANN. Yes; and it would differentiate it, anyway. For instance, contingent expenses would go up to the Department and be managed there, while miscellaneous expenses might be managed by us. I am sure that is about my recollection.

The CHAIRMAN. What do you mean by saying that one would go to the Department and the other would be managed by your Bureau? Do you mean expended?

Mr. TITTMANN. Yes.

The CHAIRMAN. You disburse all these appropriations in your Department, do you not?

Mr. TITTMANN. We do, except that certain contingencies are taken up by the Department, such as postage and small matters of that kind, which are handled entirely by the Department. We send foreign letters up to the Department unsealed, and they put stamps on them and send them.

The CHAIRMAN. Might it not be true that the presence of these words, "miscellaneous expenses," here in this estimate is due to the

same cause that we find the presence of similar words elsewhere is due to, namely, that some clerk in the Department, in writing up the estimates, took an old appropriation bill instead of a current one?

Mr. TITTMANN. No, sir; not in this case. I am correct in my statement. This was the wording years ago.

The CHAIRMAN. So you had an object in putting this in? It was not an accident? It is not there by accident?

Mr. TITTMANN. No, sir; it is not an accident. We put that in ourselves. It only recurs to an old form. The person who writes out the items said he struck it out because he did not see the use of it, and let it go, but we found that there is use for it.

#### OFFICE EXPENSES—LIMITATION AS TO SUBSISTENCE.

The CHAIRMAN. The next item, Mr. Tittmann, provides "That no part of the money herein appropriated for the Coast and Geodetic Survey shall be available to civilian or other officers for subsistence while on duty at Washington (except as hereinbefore provided for officers of the field force ordered to Washington for short periods of consultation with the Superintendent), except as now provided by law." Now, under that exception what do you include?

Mr. TITTMANN. If, for instance, I order a man here from the Pacific coast for a week or two weeks without assigning him to the office, but simply to get his views on the best policy to be pursued, he gets his commutation. Nobody else does.

The CHAIRMAN. If you order him here and give him a position in the office, he gets nothing?

Mr. TITTMANN. He gets nothing; he is supposed then to have finished his travel. That is about the way.

The CHAIRMAN. Suppose you order an officer from the Pacific coast here to the city of Washington. What part of his expenses is borne by the Government in coming on here if he remains here for several weeks?

Mr. TITTMANN. Actual expenses. That is, his transportation; and of course I include in that the sleeping-car fare and meals.

The CHAIRMAN. I understood he did not get his meals.

Mr. TITTMANN. Oh, yes; he does.

Mr. SULLIVAN. Does he when he gets here to Washington?

Mr. TITTMANN. No, sir.

Mr. TAYLOR. That is what we want to know. Does he get his meals and board after he arrives in Washington?

Mr. TITTMANN. No, sir. It ceases immediately after he goes on duty in Washington.

The CHAIRMAN. It seems to me that when an officer is ordered in here, unless he comes to remain here permanently, or for a year, this language ought to be sufficiently broad to enable you to compensate him for his expenses.

Mr. TITTMANN. No. You see, this is for short periods of consultation with the superintendent. What we used to do was this: When an officer came here we would allow him two days for hotel expenses; that is, if he knew he was to stay here. That was part of the travel. A man comes here, and he has to go to a hotel, and comes to see me to find out what his duties are. I may send him right off or I may say, "You have to stay here at the office now." From that day when

he arrives his hotel expenses must be borne by him, and he hunts around for a boarding place and a cheaper place of living.

The Auditors and Comptroller have ruled that we can not do that any more. But it seems a fair and proper thing. These are not regulations that I may make. The regulations get to be modified by Auditors and the Comptroller; and yet these men, especially the men that are particularly valuable and the ones that we have to get here and order off, we punish by involving on them additional expenses. The better a man is the more he has to pay. He has to give heavy bonds. All these men are bonded. We have about 76 officers, each one of whom gives from \$2,000 to \$5,000 bond.

The CHAIRMAN. Is Captain Dickens a bonded officer?

Mr. TITTMANN. Yes, sir.

The CHAIRMAN. What is his compensation?

Mr. TITTMANN. Two thousand two hundred dollars or \$2,500. It was increased when he was here last time. He was promoted by \$200, or something like that. I really do not know what it is exactly.

#### COMPENSATION TO OFFICERS.

If you will allow me, gentlemen, I want to make a remark in regard to that question of compensation to officers. I have one man here, for instance, who is getting \$3,000 a year. That seems like fair pay and good pay, but about two years ago the president of the Institute of Technology at Boston, who was formerly Superintendent of the Coast and Geodetic Survey and knew a good deal about him, came to me and said, "I am going to offer this man \$4,000. I must have him." I said, "Do not do it. The Survey can not spare him. He is too able. We must have him." He said, "I must have him." So he went and offered him \$4,000. The man came to me and said, "What ought I to do? I have a big family, and I owe it to them and to myself to accept that offer." My answer was, "I can not argue against that. We have some \$4,000 places. If any one incumbent dies or resigns you shall have one of those places if I am Superintendent at that time." I said, "Do not accept that. Say to him that if he offers you \$6,000 you will consider the offer. You are competent to earn that."

Mr. TAYLOR. Did he get the \$6,000?

Mr. TITTMANN. No, sir; I have got him still.

Mr. TAYLOR. He will get it?

Mr. TITTMANN. Yes, he will get \$10,000 before long. Of course we can not keep him, because he is one of a thousand.

Mr. TAYLOR. He is a \$10,000 man?

Mr. TITTMANN. Yes.

Then I have another man here whom up to a short time I paid \$2,500 a year. When the opportunity offered I moved him up to \$3,000. I have on my desk, now, his resignation, notwithstanding the fact that I have increased him, because he has been offered \$5,000. He said, "I will cooperate with you, and give you all the advice you want." I said, "No; under the laws of Congress I can not take any gratuitous advice." That is our difficulty.

The CHAIRMAN. Now, such men as Captain Dickens—do the officers of his class, as a rule, rank up with him in ability and capacity?

Mr. TITTMANN. Yes, sir. Captain Dickens is a very good man, not only because of his ability to do his technical work; there are so many

other things—faithfulness and reliability, and accuracy in rendering accounts, and ability in the management of men—things which you can not determine by a civil-service examination. You find that out in the course of years. When you get those men you like to keep them, and the Government ought to keep them. I think there is no service like ours under the Government.

The CHAIRMAN. They are not only competent from a technical standpoint, but they are also competent commanders of vessels, too—outside of the scientific part of the work, I mean?

Mr. TITTMANN. Yes; good navigators; command ships and manage men. It makes a bureau officer helpless, you know, when he can not encourage these men.

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APRIL 26, 1906.

## BUREAU OF FISHERIES.

### STATEMENT OF MR. GEORGE M. BOWERS, COMMISSIONER.

#### OFFICE OF COMMISSIONER.

The CHAIRMAN. The first item of the Bureau of Fisheries, on page 89 of the bill, is for Commissioner, \$5,000. Your estimate for the next fiscal year for the salaries of these people enumerated here I see are the same as the current appropriation. You contemplate no increase, and I do not suppose you contemplate a decrease in the force in your office, do you?

Mr. BOWERS. I did ask for an additional clerk, but the Secretary in submitting the estimate cut that out.

Mr. SMITH. Has there been an increase or a decrease in the business of the Bureau within the last year?

Mr. BOWERS. Of course we increase each year. The number of fish planted is much greater than several years ago, and the number of applications increased each year. But I can get along with the present office force in the office of the Commissioner.

#### OFFICE OF ACCOUNTS.

The CHAIRMAN. Now, as to the office of accounts: Disbursing agent, \$2,000; examiner of accounts, \$1,600; property clerk, \$600, and one clerk of class 1, bookkeeper, \$1,200; total estimate, \$7,800. This is carried in the current appropriation bill; but I see there is no estimate made for it.

Mr. BOWERS. The Secretary submitted an estimate, a letter, on January 30, 1906. I have here a press copy of a letter of the Secretary, which I sent for.

The CHAIRMAN. No regular estimate has reached the committee through the office of the Secretary of the Treasury. Is it a supplemental estimate?

Mr. BOWERS. Yes, sir.

The CHAIRMAN. I think you had better take this up with the Secretary of the Treasury.

Mr. BOWERS. I will simply quote his language (reads):

In the estimate for the same Bureau I omitted an estimate for the office of accounts in the Bureau of Fisheries, believing that the work of that office could be done in the disbursing office of the Department at a greatly reduced cost. In order that the Commissioner of Fisheries may have a competent assistant to look after the accounts, before they are sent to the Department for payment, I request that the estimate for salaries for the Bureau of Fisheries for the fiscal year ending June 30, 1907, be amended by adding a provision for one accountant at \$2,150 per annum.

It is our idea to retain our present disbursing agent as one of those examiners at a salary of \$2,150.

The CHAIRMAN. What is the necessity for this if the disbursements are not to be in your office as heretofore.

Mr. BOWERS. I don't see that any provision has been made for these people in the Department.

The CHAIRMAN. In consequence of that, would their services cease on the 1st of July?

Mr. BOWERS. Yes; there is no provision for these people.

The CHAIRMAN. Is it to provide for the people in the service?

Mr. BOWERS. Of course it is for the service. Now, to give you an estimate: I find that we paid 8,310 vouchers last year from twenty-nine appropriations, and the number of checks was slightly under 13,000. In order to comply with the requirements of the law it is necessary to enter each voucher four times.

Of course it would still be necessary to do that in our office. That is in the daybook. We are keeping an account of each appropriation in an abstract book, showing under a subhead the appropriation as required by Congress, and account current, to enable the disbursing officer to properly record them. An analysis book, in order to render a statement in compliance with the act of Congress showing the expenditures under all the appropriations during the fiscal year. And it will be absolutely necessary for the Bureau, to my mind, to have at least one bookkeeper and one examiner. Each one of these items must be checked, each voucher must be approved before I can approve it or send it to the Department of Commerce and Labor to the disbursing office for payment. Personally, for the best interests of the Bureau of Fisheries, it is absolutely essential that we should retain a bookkeeper at \$1,200, and one of these examiners, say a \$1,600 man.

The CHAIRMAN. Does not the disbursing officer make these examinations for disbursing the funds in addition to your examination?

Mr. BOWERS. The disbursing officer—if a couple of people could be detailed from the office—

The CHAIRMAN. Hasn't he got a force of clerks under him?

Mr. BOWERS. He has a force, but this means the abolishment of my force.

The CHAIRMAN. Does not his force do the work, the same work, that your force has been doing?

Mr. BOWERS. I would not suppose so, not when the examinations are made. The disbursing office simply approves the result of the examiners—the work of the examiners.

The CHAIRMAN. What is there about these vouchers to be examined?

Mr. BOWERS. Every single item under the law must be O. K.'ed, checked off, and added up to see that it is proper, that there can be no mistake. For instance, you might have a voucher and a payment that

probably would only amount to \$100, but that might contain sixty items, and those items are checked off singly by one of those examiners.

The CHAIRMAN. How are they checked?

Mr. BOWERS. Looked over to see that they are correct.

The CHAIRMAN. What information other than the voucher itself does the present check have to determine as to whether they are correct or not?

Mr. BOWERS. Very frequently discrepancies are found; in other words, some individual in the field at some station may submit an account that is not proper. If it is not correct he may have an idea that he is entitled to make a certain expenditure, which will be disapproved by the disbursing agent, or by the Comptroller, and that examiner is sufficiently familiar with those questions to pass upon them.

The CHAIRMAN. Then they must be passed upon again in the disbursing office?

Mr. BOWERS. The disbursing officer simply, I presume, signs the check for their payment after they have been examined. But I am compelled to approve them. There is no necessity, understand, of having them examined twice if I examine them; in other words, if I approve for payment, as Commissioner, there is no necessity of having them examined the second time in the Department of Commerce and Labor.

The CHAIRMAN. If we give you an accountant, that will be the result. will it not—that is, there will be a double examination?

Mr. BOWERS. No; I don't understand that there will be a double examination. He simply O. K.'s each of those items and they are forwarded to me for approval, and I transmit them to the Department of Commerce and Labor.

The CHAIRMAN. Your approval is simply perfunctory, is it not—that is, you approve because he O. K.'s, but do you ever attempt to make any investigation yourself?

Mr. BOWERS. I approve the requisitions before they are sent out, authorizing the expenditure, and then my approval of the voucher is simply perfunctory.

The CHAIRMAN. Does the requisition come back with the voucher?

Mr. BOWERS. Yes, sir.

The CHAIRMAN. Then a new comparison is made between the requisition and the voucher.

Mr. BOWERS. Yes, sir. The requisition may be for a larger amount, understand, than the voucher. The requisition is simply an estimate submitted by the superintendent of one of the stations.

The CHAIRMAN. And the voucher can not exceed the requisition. can it?

Mr. BOWERS. Not unless good reasons are given; or if that be the case, it becomes necessary to approve another requisition.

The CHAIRMAN. Does your requisition go with the voucher to the disbursing officer in the Department of Commerce and Labor?

Mr. BOWERS. Yes, sir.

The CHAIRMAN. And then they must of necessity make the same comparison there before the disbursement is made.

Mr. BOWERS. The position I take is this: I don't care, you understand, to approve a voucher that I don't know is absolutely correct. This examiner, you will understand, the final examiner which they

have given me—one individual can not perform those duties in our office with the present growth of the Bureau of Fisheries.

Mr. BROWNLOW. If this force is taken away from you, then it is physically impossible for you to examine these accounts with your present force?

Mr. BOWERS. It is simply impossible to do it.

Mr. BROWNLOW. And you could not O. K., indorse, or sign those vouchers, or approve them, without an additional force, if this is taken away?

Mr. BOWERS. Unless the present disbursing officer of the Department of Commerce and Labor has sufficient force by which some of their people might be detailed to my office—

Mr. SULLIVAN. If some one detailed from that office makes the same examination which your examiner in your department made, you would not then feel at liberty to O. K. the voucher just as readily as if your own examiner had made it?

Mr. BOWERS. Yes; certainly.

Mr. SULLIVAN. So if we provide a system which affords you one examiner, wherever stationed, that will be sufficient for your purposes?

Mr. BOWERS. One examiner could hardly do it. I would then, in that case, if one examiner only be given, suggest certainly then the bookkeeper. The bookkeeper should be retained under all circumstances.

Mr. SMITH. Don't you understand by this accountant as referred to here, that it is meant a bookkeeper?

Mr. BOWERS. That accountant evidently is the examiner.

Mr. SMITH. I want to ask you if it is not a fact that under your system, Mr. Bowers, these matters all went through this disbursing office, the present disbursing office; then they went over to the Department of Commerce and Labor, and they are examined there again, are they not?

Mr. BOWERS. I am not sufficiently familiar. I presume to some extent there a perfunctory examination was given.

Mr. SMITH. Then they went to the Auditor for the Treasury?

Mr. BOWERS. Presumably so.

Mr. SMITH. As a matter of fact, these things are checked through three different offices. It cost \$7,000 a year to check them in your office.

Mr. BOWERS. Yes; not only to check them—that includes the whole work of the office, you understand. We eliminate the disbursing feature of the office in the future, and all vouchers will be paid direct by the disbursing agent of the Department of Commerce and Labor. The object of the Secretary is with a view to eventually consolidate all of the disbursing officers into one department or probably into one building later on.

Mr. SMITH. If it cost as much to do this work in the other two places as it did this, it would take about 3 per cent of the whole appropriation for auditing and disbursing.

Mr. BOWERS. Heretofore, until that became a part of the Department of Commerce and Labor, our vouchers and recommendations were forwarded direct to the Treasury Department, and under a capable and efficient disbursing officer there has never been any question about them.

Mr. SMITH. Does not every account that is paid by the Government go through the hands of the auditor of the proper department?

Mr. BOWERS. Yes, sir.

Mr. SMITH. So under your old system this would go to the Auditor of the Treasury?

Mr. BOWERS. Yes; and then to the Comptroller for final adjudication.

Mr. SMITH. Do you understand that it goes through four places now; that it goes through your office, and is examined in the Department of Commerce and Labor after it goes there, and then to the Auditor of the Treasury having charge of the Department of Commerce and Labor accounts.

Mr. BOWERS. I am not sufficiently familiar with the work of the disbursing officer outside of my Bureau, but I imagine that you are correct in your version.

Mr. SMITH. That it goes through about four times. Of course, we want to be careful about these matters.

Mr. BOWERS. I understand. I hope that the disbursing officer will remain and more fully explain this item.

Mr. SMITH. You say that even though disbursing takes place in the Department of Commerce and Labor you will need three out of four men that you have in this branch.

Mr. BOWERS. I need two examiners and a bookkeeper.

The CHAIRMAN. What did you mean a moment ago when you said you wanted an accountant?

Mr. BOWERS. He would virtually be one of the examiners. The accountant and the examiner is one and the same thing. It is simply the term of the Secretary used to designate the man.

Mr. SMITH. Isn't this an exorbitant salary for a mere examiner? When he got \$2,200 he was a responsible disbursing agent.

Mr. BOWERS. He got \$2,200 and gave a bond for \$20,000, which cost him \$50 a year.

Mr. SMITH. Actually made the disbursement—made the checks and all that?

Mr. BOWERS. That work was done by the clerks in the office.

Mr. SMITH. He would have no duties of that kind.

Mr. BOWERS. His duties, to my mind, will be more burdensome in the future than in the past. As an examiner of accounts he works harder, but has not as much responsibility.

Mr. SMITH. But it does not take the same-priced man to examine accounts, if somebody else is going to examine them again before they are paid, as it does to have charge of the disbursement of \$800,000 a year.

Mr. BOWERS. This man is a very efficient and capable man. He has been in the service probably fifteen or twenty years.

Mr. SMITH. To make the matter plain, your examiner there before got \$1,600. Does any examiner anywhere get \$2,150 in the Government service?

Mr. BOWERS. I am not at all familiar outside of this one provision. The other clerks in the same grade in their bureaus are paid higher than in the Bureau of Fisheries.

Mr. SMITH. Two thousand one hundred and fifty dollars is more than a chief of a division gets under the Government.

Mr. BOWERS. No.



Mr. SMITH. Two thousand dollars is the ordinary salary of a chief of a division.

Mr. BOWERS. In some cases \$3,000, \$3,500, and even \$4,000.

Mr. SMITH. But the general amount is \$2,000 for a chief of division.

Mr. BOWERS. The chief of my division of fish culture gets \$2,700. The chief of the scientific division gets \$2,700.

Mr. SMITH. Those are supposed to be scientific men, are they not?

Mr. BOWERS. My own impression is they are poorly paid.

Mr. SMITH. I am not talking about the scientific men, but chiefs of clerical divisions. This man is clerically employed, examiner of accounts.

Mr. BOWERS. He is the poorest paid disbursing officer in the Government service.

Mr. SMITH. We are talking about him after he gets to be disbursing officer. Of course, I realize your sympathy for him, but I am raising the question as to whether an examiner ought to receive \$2,150. Do you know of any case where any such salary is paid?

Mr. BOWERS. I am not familiar enough to say that I do know.

Mr. SMITH. This proposition would pay him just what he got when he was disbursing officer, less the cost of his bond.

Mr. SULLIVAN. That is what it amounts to.

Mr. SMITH. And to pay him the same salary as before, and relieve him from giving a bond.

Mr. SULLIVAN. Now, if the Secretary's recommendation is adopted by the committee, and they simply add \$2,150 to this first head, what you would do would be to have the man who is now acting as disbursing clerk become the accountant at \$50 less salary?

Mr. BOWERS. Yes.

Mr. SULLIVAN. And he would no longer be a disbursing agent, as formerly, but would be, in reality, an examiner of accounts.

Mr. BOWERS. He would be an accountant; he would virtually have control of the accounts of the Bureau of Fisheries.

Mr. SULLIVAN. Would he do anything more than the examiners of accounts do now?

Mr. BOWERS. In this way, for instance, questions are frequently arising as to whether it is legal to make an expenditure. Now, under the language of some of our appropriations, those questions constantly arise. With this man's experience in the office it makes him an exceedingly valuable individual.

Mr. SULLIVAN. To decide the legality of certain expenditures?

Mr. BOWERS. Yes.

Mr. SULLIVAN. Suppose he decides against one, the disbursing officer of the Department of Commerce and Labor would have to decide the matter again after he has finished with it.

Mr. BOWERS. Probably so, but it would not be necessary for the Bureau of Fisheries, which is located a mile and a half from the Department of Commerce and Labor, to be from time to time carrying questions of that character to the head disbursing officer of the Department.

Mr. SULLIVAN. But I don't understand that it would be necessary for him to carry it over. It seems to me it would not be necessary for him to decide the question at all, because that question would be ultimately decided by the disbursing officer at the Department of Com-

merce and Labor. Why could not one of the men who is now examiner of accounts at \$1,600 perform this work?

Mr. BOWERS. One man could not do it.

Mr. SULLIVAN. Why not?

Mr. BOWERS. Simply because the duties are too arduous.

Mr. SULLIVAN. You propose to have one man do it, don't you?

Mr. BOWERS. I suggested to the Secretary—

Mr. SULLIVAN. But I am asking a question with reference to another matter of information, namely, on the supposition that the committee adopts the recommendation of the Secretary and adds one man and his salary to this present appropriation.

Mr. BOWERS. You would be compelled, then, to ask the Secretary to detail some one from his office to aid me.

Mr. SULLIVAN. What is there in the new office that a disbursing agent may do, or can do, that an examiner of accounts could not do?

Mr. BOWERS. As I suggested, a man occupying a position of this character is familiar with the statutes, and it is naturally presumed that a disbursing agent should be familiar with the statutes.

Mr. SULLIVAN. Suppose he decides a question which seems to him to be entirely outside of his jurisdiction; suppose he does decide a legal question, and suppose he decided it wrong, would not the disbursing officer at the Department of Commerce and Labor have to decide it afterwards and overrule him?

Mr. BOWERS. Eventually the Comptroller will decide it.

Mr. SULLIVAN. Won't the disbursing officer decide it?

Mr. BOWERS. Probably so.

Mr. SULLIVAN. Of what value is the decision of this question and of what value is his legal knowledge, if another man has to exercise the very same knowledge in the same way?

Mr. SMITH. At the time the requisition is made, is there any determination then of whether it is legitimately chargeable to various items of appropriation?

Mr. BOWERS. Yes; that is referred to the disbursing agent. Three requisitions are signed by the head of the Bureau, one copy is forwarded to the individual who makes a requisition, the other copy is sent to the disbursing agent, and the third copy is filed in the office of the head of the Bureau.

Mr. SMITH. As you understand it, if this disbursing office was transferred to the Department proper—eventually that will be done—you understand that these would have to go up there before they could be filled?

Mr. BOWERS. No; I would transmit my requisitions directly to the disbursing officer of the Department.

Mr. SMITH. And that would have to be done before it could be filled?

Mr. BOWERS. That is done at the moment it is approved by me. One requisition is forwarded to the disbursing agent, and the other—of course, they are simply duplicates.

Mr. SMITH. What I am trying to get at, you sign a requisition. Now, is the requisition filled before the disbursing officer sees it?

Mr. BOWERS. No, sir.

Mr. SMITH. Does he in any way approve the requisition before it is filled?

Mr. BOWERS. It is simply filed in his office, and then the original requisition comes back with the voucher for the expenditure.

## OFFICE OF ARCHITECT AND ENGINEER.

The CHAIRMAN. The next item is with regard to the office of architect and engineer.

Mr. BOWERS. Here is a letter of the Secretary on that, a letter which is dated January 30, 1906, the latter part of which I read in connection with the estimate for the office of accounts. I will read that portion relating to this subject. [Reads:]

The attention of the Committee on Appropriations is especially invited to the estimate for appropriations for the Bureau of Fisheries of this Department for the fiscal year ending June 30, 1907. When the estimates were prepared the facts then in hand indicated that the work performed in the office of the architect and engineer of that Bureau, for which an appropriation of \$6,620 was made for salaries during the current fiscal year, could be done in the office of the Architect of the Treasury without an appropriation for salaries, and for that reason no estimate for salaries for the office of architect and engineer of the Bureau of Fisheries was submitted to Congress.

A doubt now exists as to the right of the Architect of the Treasury to do this work without special legislation, and in addition to this the Commissioner of Fisheries, with whom I have had several conferences in relation to this subject, insists that under no circumstances can he maintain the present efficiency of the several stations of his Bureau without the services of the skilled officers and employees of that office. Therefore I have to request that an appropriation of \$6,620 be made for the fiscal year ending June 30, 1907, for the office of the architect and engineer, Bureau of Fisheries, Department of Commerce and Labor, to be itemized as follows: Architect and engineer, \$2,200; assistant architect, \$1,600; draftsman, \$1,200; draftsman, \$400; clerk, \$720; total, \$6,620.

Mr. SMITH. Do you know whether when he says the Architect of the Treasury that he means the Supervising Architect of the Treasury Department?

Mr. BOWERS. Yes; he means him.

Mr. SMITH. Is there any reason why if we put a clause in this bill imposing upon him these duties, that it will not work?

Mr. BOWERS. I don't think it is possible. These men are efficient in this work, and principally this work alone.

Mr. TAYLOR. Why do you say "and this work alone?"

Mr. BOWERS. In the construction of a fish-culture station and the construction of hatcheries and the ponds and piping.

Mr. TAYLOR. Then it requires a technical and expert knowledge of those conditions, not obtainable in a general architect and a general engineer?

Mr. BOWERS. Yes.

The CHAIRMAN. That simply involves the maintenance of an organization there, not only the architect—and let me ask you if this will not accomplish the same result; assuming what you have said is true, which I do not question at all. Suppose the architect who is drawing these plans, and is familiar with the technique of the business, is transferred to the Supervising Architect's office. Would that not obviate the necessity of maintaining all these other provisions in connection with this office?

Mr. BOWERS. Assuming that the two draftsmen who have been associated with him—in the construction of a hatchery we very frequently detail one or the other of those draftsmen, virtually place him in charge as superintendent of construction.

Mr. SMITH. What is the average amount of construction a year under your Bureau?

Mr. BOWERS. At present we are building a hatchery in Alaska, and we have only recently completed one at Boothbay Harbor, Maine.

Mr. SMITH. I wanted to know the annual expenditure for new construction in your Bureau.

Mr. BOWERS. Offhand I can hardly give it to you, because, for instance, our improvements at these stations are made from this fund for propagation—a fund which carries \$250,000.

The CHAIRMAN. That is improvements, not new hatcheries.

Mr. BOWERS. To increase the capacity or build an addition, it can be done directly from that appropriation, and the establishment of a sub-station; for instance, at some place the catch of salmon might become depleted; it might be necessary to transfer the stations 30 or 40 miles from there.

Mr. SMITH. What I want to get at is, what is the percentage you are paying upon plans? I notice the expense is \$6,620. Would that not be a great deal more money than you ordinarily spend for such purposes?

Mr. BOWERS. Very frequently these people are superintendent of construction, rather than pay them direct from the lump appropriation.

Mr. SMITH. But the ordinary architect and superintendent charges 5 per cent of the amount for drawing plans and superintending construction. If that be true, you would have to do about \$132,000 worth of building in a year. Do you do that?

Mr. BOWERS. No, sir.

Mr. SMITH. So that we are paying a good deal more for this architectural work than the regular price, computing by this method.

Mr. BOWERS. I don't think they are.

Mr. SMITH. Do you know any place where 5 per cent is not the regular price?

Mr. BOWERS. Probably in some instances we save \$125 a month by placing the service of architect on one of the draftsmen, who acts also as superintendent.

Mr. SMITH. As I understand it, the plans only cost 5 per cent in the United States.

Mr. BOWERS. Out of these special appropriations some years ago it had been the custom for the Commissioner of Fisheries to appoint a superintendent of construction and pay him from the appropriation. I have not done that at all. I have compelled my men, in addition to the other service, to do that work.

Mr. SMITH. After paying for that, the \$6,620 exceeds what anybody else pays for architectural work.

Mr. BOWERS. It is not a question of architectural work so much as it is a knowledge of pumps, piping, and construction of ponds. It is a different class of work from that which can be gotten from any other architects in the country. I know of no architects who are familiar with work of this character. If it was simply the construction of a residence, the Superintendent's residence, a foreman's cottage—that is a different proposition; but in the construction of ponds and the necessary piping their technical knowledge, as well as their knowledge to some extent of fish culture, makes these people exceedingly valuable. To give you a further idea about that, at all of

these expositions—we built at St. Louis, if you will remember, the Fish Commission building there. That was designed by our office. All those plans and specifications—the aquarium and the electric engineering—everything of that character was virtually done in this office.

The CHAIRMAN. Have you kept these six men employed all the time as architects and draftsmen?

Mr. BOWERS. Personally, in my estimates to the Secretary I asked for additional assistance, but he has not seen fit to recommend it. There is no question in the world about keeping them employed. They are not only busy to-day, but very busy.

The CHAIRMAN. What class of work are they engaged on now?

Mr. BOWERS. He came back from Woods Hole, Mass., where he made, on request of the War Department, an estimate for the construction of a wharf that had been recently damaged by a storm.

The CHAIRMAN. What have you got to do with the wharf?

Mr. BOWERS. It is an especial appropriation that was made a year ago for the construction and repair and relief of buildings for the fishery station at Woods Hole, Mass. You will observe in your estimates quite a number of special items. In fact, last year, if I remember correctly, about \$100,000 in special items for the Fish Commission—\$2,500—were incorporated. All that work was in addition to the stations, and is being done under the supervision of this architect and engineer. On page 112 of the bill—this, you understand, is work in addition to the regular work of the Commission. These expenditures are simply the authorization of one year. We are building a hatchery at Yes Bay, Alaska. I detailed the superintendent of the Clackamas, Oreg., station, as superintendent of construction in this case, and sent a field superintendent to Clackamas to take his place. All this work was done virtually under the supervision of our architect, and every expenditure of that character is approved and recommended by him. In other words, it is recommended by him and approved by me, and I hold him responsible.

#### DIVISION OF FISH CULTURE.

The CHAIRMAN. The next item is for division of fish culture, and the estimate is the same as the current appropriation.

Mr. BOWERS. No change there at all.

The CHAIRMAN. Are those salaries fixed by statute, or by you?

Mr. BOWERS. These were fixed by statute.

The CHAIRMAN. What is the purpose of your inserting this new language, "One for central station, one for aquaria?"

Mr. BOWERS. I don't see that that makes any difference. They are both virtually one and the same place.

The CHAIRMAN. Do you recommend it?

Mr. BOWERS. It is not an increase at all. I simply designate one to be utilized for the central station and one for the aquaria.

The CHAIRMAN. There are two skilled laborers, and this new language would designate the particular place at which they are to be employed.

Mr. SMITH. And you can use both at one place?

Mr. BOWERS. I can not see that that makes any difference.

The CHAIRMAN. Did you recommend this?

Mr. BOWERS. Yes.

## FISH PONDS, WASHINGTON, D. C.

The CHAIRMAN. The next item is for fish ponds. Washington.

Mr. BOWERS. I recommend the abandonment of those ponds.

The CHAIRMAN. From there, on page 93 to page 103, inclusive, the appropriations are for stations.

Mr. BOWERS. Except at Battery Island, Maryland. The Secretary informed me that at Battery station, Maryland, there is a light-house keeper, and he is of the impression that the light-house keepers can act as custodian, not only for the Fish Commission property, but attend to the light-house duties as well, and this being the case I can see no special reason for the employment of two people. Of course I should want it understood that he must perform such duties as might be required by the Bureau of Fisheries. We have a station—a shad station—there, and the work of course only lasts about sixty days in a year. But we have some valuable apparatus there—a small launch and all our paraphernalia and equipment. I don't really know whether he intends to strike out the custodian or the light-house keeper, but I can hardly see the necessity of the employment of both people.

The CHAIRMAN. With the exception, then, of Battery Island, from page 93 to 102, inclusive, the appropriations are and estimates are all for stations. At different places you have made no recommendations different from the current appropriations, either as to amounts or language.

Mr. BOWERS. No, sir.

The CHAIRMAN. Are these amounts expended annually, or do you have a surplus left over at the end of the fiscal year?

Mr. BOWERS. I can make a statement at the end of the hearing with reference to that. These are amounts expended annually, because they are really for the personnel of the station, and from those sources last year I permitted to be turned back into the Treasury \$6,144 of unexpended salaries. They were simply vacancies existing, and I did not care to fill them, there being no necessity for filling them. I permitted them to continue until there was reason why they should be filled.

The CHAIRMAN. At the bottom of page 103 there is a new item for Yes Bay, Alaska, hatchery. Superintendent, \$1,500; fish culturist, \$900, and so forth. That provides for the personnel.

Mr. BOWERS. A new hatchery, which is about completed now, just goes in effect the 1st of July.

The CHAIRMAN. Was this new hatchery paid for out of taxes from fish that were put up in Alaska?

Mr. BOWERS. No, this hatchery you will observe, that part of this establishment is paid out of the specific appropriation made last year. the \$50,000 for the establishment of one or more hatcheries in Alaska. But I have been able to complete one of those hatcheries within the limit of \$25,000.

The CHAIRMAN. Are not the taxes derived from the salmon that are packed in Alaska available for this purpose?

Mr. BOWERS. No, sir; but there is turned in to the General Government about \$100,000 a year as a tax from the output of those salmon canneries in Alaska. But that goes into the General Treasury, and if the Fish Commission utilizes any of that fund it must be done by special authority. That is one of the arguments we have used from

time to time that the Alaska hatcheries and the expenditure for fish culture work in that country were being more than paid for by that tax.

The CHAIRMAN. And a very unjust tax, too.

Mr. SMITH. As this is a new force—there are only two of your stations in the United States, I believe, that have as large a pay roll as this—and a new item, I suggest that you make an explanation of the necessity for so much force, if you will.

Mr. BOWERS. It is hoped to do more salmon work probably at that hatchery than any other hatchery the Commission owns. You will find that the allotments for the Clackamas, Oregon, and the Baird, California, stations amount to in one case \$18,000 a year, and in the other fourteen or fifteen thousand dollars. But I find in most instances that money is expended for spawn takers and for laborers, because this is an out-of-the-way place, no habitation being within probably 25 or 30 miles.

The CHAIRMAN. Where is Yes Bay?

Mr. BOWERS. Cleveland Peninsula, southeast Alaska. It is probably 40 miles from Loring.

The CHAIRMAN. How far from Juneau, or Wrangel?

Mr. BOWERS. That is much higher up. I don't know the distance between Loring and Juneau. This is in extreme southeast Alaska.

The CHAIRMAN. In the vicinity of Ketchikan? That is the first American port in southeast Alaska.

Mr. BOWERS. It is my purpose to go up there this summer, and I am not very familiar with it now. I sent an expert to make an examination, and it is necessary to cut out roadways, tramways, and to build a tremendous flume, and everything of that kind in connection with this hatchery.

Mr. SMITH. I simply referred to the salary list.

Mr. BOWERS. You will observe I recommended the payment of \$65 a month for skilled laborers, and \$60 a month for ordinary laborers. That is exceedingly reasonable when you take into consideration the excessive cost of living there.

Mr. SMITH. I do not regard the salaries as high, but I was referring to this simply because you seemed to be starting with a larger force than you have at most of the stations.

Mr. BOWERS. As the chairman is aware, we have a great territory there from which we can make collections. From time to time the hatchery can probably be enlarged until we can handle an almost unlimited number of salmon eggs.

The CHAIRMAN. Are you not mistaken about the amount of taxes the Government realizes?

Mr. BOWERS. One hundred and four thousand dollars last year, and it will probably be greater this year because the salmon catch has been enormous. It has averaged from \$80,000 to probably \$116,000 or \$117,000 at different times.

#### EMPLOYEES AT LARGE.

The CHAIRMAN. Now, the next item is employees at large: Two field-station superintendents at \$1,800 each and one field superintendent at \$1,800.

Mr. BOWERS. That is an additional field superintendent?

Mr. TAYLOR. One is called field-station superintendent and the other field superintendent. What is the difference between them?

Mr. BOWERS. I don't see the necessity—in fact, I never before noticed that designation as field-station superintendent. I have always referred to them as “field superintendents,” because they are men whose service can be utilized at any place in the country.

The CHAIRMAN. They are not located at any particular place—none of them are?

Mr. BOWERS. One of them is in Illinois. I utilize him at dozens of places, however, in making collections.

The CHAIRMAN. What is the necessity for this additional one?

Mr. BOWERS. It becomes necessary to have an additional superintendent for the reason that the growth of the service—and then from time to time, I can not personally give attention to each one of these stations. We have stations in Maine, in Oregon, and we have stations in Alaska and in Texas. I must have some individual that I can send from time to time to these stations to get reports, confidential and otherwise.

The CHAIRMAN. How many stations do you have?

Mr. BOWERS. Thirty-five.

The CHAIRMAN. That are visited by these men; and the business of these two field superintendents is to visit the same during the year?

Mr. BOWERS. You must understand that some of these stations have not been visited for a couple of years, and I am the only individual in the Commission that has virtually been to each one of these stations. But I can not leave the office to such an extent, and I must have someone on whom to absolutely rely and have confidence.

The CHAIRMAN. What do they do?

Mr. BOWERS. In addition to this annual inspection that I require of these superintendents, any temporary substation that might be established; for instance, in regard to salmon work on the Pacific, at Clackamas, Oreg., and at Baird, Cal.; those stations are designated as stations of the Commission, and we frequently have other stations where we detail the station superintendent or some other employee of the Commission to look after.

The CHAIRMAN. Why should his judgment be more reliable or his information more reliable, respecting any additional work at any of these stations, than the judgment and the information given you by the superintendent?

Mr. BOWERS. Personally I have implicit confidence in my superintendents, and I rely very largely upon their recommendations before I approve them.

The CHAIRMAN. Their recommendations are always accompanied by full detailed information, are they not?

Mr. BOWERS. Usually so.

The CHAIRMAN. And if they are not you have the authority to require them to give it. If you have visited nearly all of these stations yourself, you are acquainted with the location and surroundings and the needs, to some extent at least. The question in my mind was whether the superintendent was not as competent to fill that position, and his judgment would be as reliable as the judgment of a man who was sent there.

Mr. BOWERS. His services could be utilized in some instances in connection with our field stations.



## DISTRIBUTION OF EMPLOYEES.

The CHAIRMAN. The next item I see there is no change, the estimate being the same as the appropriation for the current year.

## DIVISION OF INQUIRY RESPECTING FOOD FISHES.

The CHAIRMAN. The next item, division of inquiry respecting food fishes, I see there is no change there.

## BIOLOGICAL STATION, BEAUFORT, N. C.

Mr. BOWERS. On page 105, biological station at Beaufort, N. C. Heretofore the language has been "custodian." I will be glad to have you add the words "and collector."

The CHAIRMAN. That word is in the current law, and it is recommended to be stricken out.

Mr. BOWERS. I would be glad to have him retained as superintendent. He is there for the whole season, and evidently it means the establishment of a superintendent. It is an important post.

The CHAIRMAN. If you call him "superintendent," would that mean eventually giving him the salary of a superintendent?

Mr. BOWERS. I hope so, because he is a scientific man, and it is not possible to get a first-class man to have charge of a laboratory for a salary of \$60 a month.

Mr. SMITH. Does the law fix the salary of the superintendent?

Mr. BOWERS. It does not at present, but later on we hope it will in this case.

Mr. SMITH. But every superintendent in fact gets \$1,500 everywhere.

Mr. BOWERS. Some years ago they received as much as \$2,000, but the Dockery Act gave them \$1,500.

The CHAIRMAN. This is the statutory salary of superintendents?

Mr. BOWERS. That is the statutory salary for Fish Commission superintendent.

The CHAIRMAN. Then the minute we named him "superintendent" he would be entitled to \$1,500?

Mr. BOWERS. No; \$720.

The CHAIRMAN. That is all we might appropriate, but the minute we created him superintendent he would get \$1,500. As between custodian and collector and custodian alone, you would prefer the word "collector" left in?

Mr. BOWERS. I certainly would, because he is a collector, pure and simple.

The CHAIRMAN. In what respect does this station differ from the others?

Mr. BOWERS. It is a biological station—a scientific station.

Mr. TAYLOR. Is it similar to Woods Hole?

Mr. BOWERS. Yes; it is even a better building; a more modern laboratory than at the Woods Hole station.

The CHAIRMAN. Have you a superintendent there?

Mr. BOWERS. I have a superintendent at Woods Hole, but not at the North Carolina station.

Mr. TAYLOR. Is the North Carolina station as valuable to your Commission as the one at Woods Hole?

Mr. BOWERS. Hardly so at present, but a great many students are going to that station each year. It is the only laboratory the Commission owns in the South.

#### STEAMER FISH HAWK.

The CHAIRMAN. The next item is for steamer *Fish Hawk*. One cabin boy, \$480.

Mr. BOWERS. It is recommended that we omit that language and insert \$420. That is my recommendation. The cabin boy of the *Fish Hawk* is the only individual on that boat specifically provided for by the Fish Commission. The *Fish Hawk* is officered and manned by the Navy and detailed to the Commission.

The CHAIRMAN. How old a boy is he?

Mr. BOWERS. The boy is 30. At \$300 he has been there for twelve years, and out of that he is expected to pay his mess.

The CHAIRMAN. Does he give his whole time to the Government?

Mr. BOWERS. His whole time; never leaves the vessel for a single minute unless sent away by an officer.

Mr. TAYLOR. Is he white or colored?

Mr. BOWERS. A colored boy, 28 or 30, as faithful as any messenger I have in my Bureau, and as competent as any; and he stays with the vessel. I hope that little item will be included, because it is fair, equitable, and just.

#### EXPENSES OF ADMINISTRATION.

The CHAIRMAN. We will now go to the item of page 108, the top of the page. There is a change recommended excluding this language, which is now carried in the current appropriation act: "Including purchase, maintenance, and driving of horse and vehicle for official use of Commissioner, when, in writing, ordered by the Secretary of Commerce and Labor."

Mr. BOWERS. I don't object to that at all. I don't object to striking it out. This was done last year. That, of course, I can explain. We have ponds beyond the Monument. The nearest point to which a street car reaches those ponds is the corner of Fifteenth and Pennsylvania avenue—practically a half or three quarters of a mile away—and our cars are constantly being loaded either at the Fish Commission building, so it becomes necessary from time to time to go to these places.

#### MAINTENANCE OF VESSELS.

The CHAIRMAN. On page 109, under the item for maintenance of vessels, the words "Hire of vessels" in the first item is recommended to be omitted.

Mr. BOWERS. Do you understand that that vessel can be hired if this is stricken out?

The CHAIRMAN. No, sir; it can not be hired if it is stricken out.

Mr. BOWERS. Then I shall oppose the striking of it out. It becomes absolutely necessary.

The CHAIRMAN. You did not recommend it?

Mr. BOWERS. That is not included in my recommendation.

The CHAIRMAN. I see that your estimate for the coming fiscal year is \$5,000 in excess of your current appropriation under this item.

Mr. BOWERS. Yes, sir; that becomes necessary for this reason: For instance, the extra work in Alaska will necessitate the purchase of coal and probably equipment for vessels. We can not purchase at present an oar if it is not chargeable to that fund. Everything that relates and pertains to vessels, under the decision of the Comptroller, is chargeable to the fund for maintenance of vessels.

The CHAIRMAN. I want to ask you in that connection how long those men stationed at Alaska, at Yes Bay, remain during the year.

Mr. BOWERS. Twelve months. The salmon work alone will take from eight to ten months.

#### PROPAGATION OF FOOD FISHES.

The CHAIRMAN. Your estimate for the next fiscal year under the head of "Propagation of food fishes" I observe is \$20,000 in excess of the current appropriation. Please state the reason.

Mr. BOWERS. That is because of the operations of the Alaska hatchery and the additional work the Fish Commission is doing. Of course, the operation of the Alaska hatchery will be properly charged to the propagation of food fishes. Now, I have a statement here showing the work of the Fish Commission from 1885 to 1905.

The CHAIRMAN. You may hand that to the clerk.

#### *Summarized statement of food fishes hatched and distributed by the Bureau of Fisheries, 1885-1905.*

	Number.		Number.
1885 .....	173, 666, 083	1898 .....	857, 309, 546
1890 .....	306, 370, 548	1899 .....	1, 056, 371, 898
1891 .....	418, 222, 469	1900 .....	1, 164, 446, 754
1892 .....	305, 918, 346	1901 .....	1, 173, 833, 462
1893 .....	178, 784, 917	1902 .....	1, 495, 543, 374
1894 .....	450, 310, 543	1903 .....	1, 226, 057, 475
1895 .....	619, 915, 852	1904 .....	1, 267, 343, 025
1896 .....	498, 488, 268	1905 .....	1, 759, 475, 039
1897 .....	568, 144, 042		

#### *Average cost per million of hatching and distributing food fishes for a series of years.*

	Cost.		Cost.
1890 .....	\$436	1903 .....	\$261
1900 .....	240	1904 .....	254
1901 .....	264	1905 .....	223
1902 .....	211		

#### DEPARTMENT OF COMMERCE AND LABOR, BUREAU OF FISHERIES, *Washington, April 25, 1906.*

#### *Statement of unexpended balances.*

##### *"Salaries, Bureau of Fisheries, 1905:"*

Appropriated .....	\$271, 660. 00
Expended .....	265, 515. 24
	<hr/> 6, 144. 76

## "Miscellaneous expenses, Bureau of Fisheries, 1905:"

## Expenses of administration—

Appropriated .....	\$12,500.00	
Expended .....	11,399.19	

\$1,100.81

## Propagation—

Appropriated .....	230,000.00	
Expended .....	219,681.53	

10,318.47

## Vessels—

Appropriated .....	50,000.00	
Expended .....	48,464.60	

1,535.40

## Scientific inquiry—

Appropriated .....	25,000.00	
Expended .....	27,382.05	

a 2,382.95

## Statistical inquiry—

Appropriated .....	7,500.00	
Expended .....	6,219.40	

1,280.60

20,380.04

2,382.95

17,997.06

Mr. BOWERS. In that connection I will state that I have planted more fish in five years than my predecessors did since the organization of the Fish Commission. I have reduced the cost from \$436 a million in 1890 to \$223 a million to-day. That is an average cost per million of hatching food fishes. I simply submit that as a business proposition.

In reference to this item for propagation of fishes, I recommended to the Secretary that \$270,000 be asked for. Now our present appropriation is \$250,000. That was cut down to \$260,000.

The CHAIRMAN. The present appropriation was \$240,000.

Mr. BOWERS. Well, my estimates of last year were \$260,000, and I asked this year for \$260,000, and I base that upon the average cost, you understand, of those salmon stations in the west, which are from \$14,000 to \$20,000. Of course this entire amount will be expended almost exclusively at the Alaska hatchery, and we receive about \$100,000 back from that section alone in taxes to the Government, so it is certainly fair that those people should have the benefit of that.

The CHAIRMAN. If this bill that has been reported by the Committee on the Territories becomes a law, do you contemplate that that will result in the establishment of private hatcheries?

Mr. BOWERS. To some extent, some of the larger canneries will probably operate private hatcheries.

The CHAIRMAN. Is there any cannery there in Alaska excepting the Alaska packers that will be able to maintain a hatchery?

Mr. BOWERS. I am not sufficiently familiar to make a statement in regard to that.

The CHAIRMAN. How many hatcheries has the Government up there now?

Mr. BOWERS. The Government has but one hatchery, at Yes Bay.

The CHAIRMAN. Is there not a private hatchery maintained in Alaskan waters at present?

Mr. BOWERS. None that I am aware of, excepting those of the Alaska Packers' Association.

The CHAIRMAN. Have you any information as to whether or not the supply of salmon is becoming depleted in southeastern Alaska?

Mr. BOWERS. The evidence of the catch for the past year does not indicate that the salmon is becoming very seriously depleted. There is a possibility of the extinction of the red salmon, the sockeye salmon, unless something is done to propagate it and protect it. It is my intention to personally visit that section during this coming summer.

The CHAIRMAN. Can you state whether or not that is due to the fact that there are very few places in southeastern Alaska where the red salmon is spawned, namely, the fresh-water lakes? They spawn primarily, if not almost entirely, in fresh-water lakes, do they not?

Mr. BOWERS. The salmon spawn in fresh water, and die afterwards, both the male and the female.

The CHAIRMAN. The habit of the red salmon is to return to the lake in which it spawns?

Mr. BOWERS. I don't think so; I don't think salmon return to the particular stream where planted.

The CHAIRMAN. That is what I was told.

Mr. BOWERS. That seems to be the opinion of people who are not conversant with the subject, but I don't think for a moment that they return to the particular stream.

#### INQUIRY RESPECTING FOOD FISHES.

The CHAIRMAN. At the bottom of page 109, "Inquiry respecting food fishes," I observe here that you again, or somebody, has recommended the omission of some language which is carried in the current law, namely, "Field and contingent."

Mr. BOWERS. Well, I do not see any objection to that, I think that is perfectly proper.

The CHAIRMAN. That would take the words "In the interests of fish culture for the investigation grounds of" also out of the paragraph.

Mr. BOWERS. That is true. A little later that is added. It says further on "In the interests of fish culture and the commercial fisheries."

The CHAIRMAN. There is no increase.

Mr. BOWERS. The same amount is asked for; no increase at all.

#### STATISTICAL INQUIRY.

The CHAIRMAN. The next item is on page 110, "Statistical inquiry." I observe that it is recommended that we omit the language "Necessary traveling and contingent."

Mr. BOWERS. The word "Expenses" covers all of that.

Mr. TAYLOR. In regard to that 10 per cent provision, can you not get along without that and take 5?

Mr. BOWERS. Do not do that. It does not interfere with the total appropriation at all; does not increase the appropriation 10 per cent, but simply makes a transfer.

The CHAIRMAN. How frequently have you exercised your authority to transfer, under this 10 per cent clause, from one appropriation to another?

Mr. BOWERS. That occurs quite frequently. As to the unexpended balance for the last year, there was turned back from salaries \$6,44.706 and of the appropriation for expenses of administration \$12,501. There was expended \$11,399.19 and turned back into the Treasury from that source \$1,100.81. From propagation there was turned back \$10,318.47; from vessels, \$1,535.40; from scientific inquiry, \$2,382.95.

The CHAIRMAN. Under this clause?

Mr. BOWERS. Under this clause and from all sources. Notwithstanding this transfer, I turned back into the Treasury \$17,997.09. You will observe that you investigated the conditions the year before, and that that is a very much larger amount than was turned in before.

#### FISH HATCHERY AT BATTERY ISLAND, MD.

The CHAIRMAN. You estimate for the fish hatchery at Battery Island, Maryland, for the protection of the station against storms and high tides, \$7,000. What protection have you there now?

Mr. BOWERS. It is a shad station.

The CHAIRMAN. What protection have you at present against storms and high tides?

Mr. BOWERS. Of course it is an island, and the walls by reason of a heavy collection of ice against the sides a year or so ago virtually destroyed to a considerable extent some of our property there, and I had an architect and engineer examine it; and to prevent the further destruction by storm and high water I have made this recommendation of \$7,000.

The CHAIRMAN. In what way would that money be used?

Mr. BOWERS. It would simply be used more for the purpose of protecting property than anything else.

The CHAIRMAN. By rebuilding the wall?

Mr. BOWERS. Make it larger and stronger; make it probably out of stone rather than wood.

The CHAIRMAN. What does it consist of now?

Mr. BOWERS. Principally wood. Quite a considerable portion of it has washed away. It is a valuable station.

The CHAIRMAN. How much of a wall would you construct?

Mr. BOWERS. I can not give you the exact details, because I simply accepted the recommendation that was submitted by the architect and engineer whom I had to examine the conditions there. If I remember correctly his estimate was \$9,700, but I cut it to \$7,000.

The CHAIRMAN. Did he submit a detailed estimate of the cost?

Mr. BOWERS. That is my impression. There are so many of these items from time to time that it is hard to recall them.

The CHAIRMAN. Don't you usually require a detailed estimate as to the cost of making improvements of this kind, so that you can form an intelligent judgment as to whether it is reasonable or not?

Mr. BOWERS. I very frequently cut them down. I visited that station a couple of years ago, and I am somewhat familiar with the conditions, and I am confident that by utilizing occasionally some of our field force—

The CHAIRMAN. What property have we there?

Mr. BOWERS. We have an island purchased some years ago at a cost of \$15,000.

The CHAIRMAN. How large is it?

Mr. BOWERS. I don't remember. It comprises 4 or 5 acres.

The CHAIRMAN. How high above tide water?

Mr. BOWERS. It is virtually the Susquehanna River, and the tides do not interfere to any considerable extent.

The CHAIRMAN. How far is it above the normal water level?

Mr. BOWERS. If I remember, and as near as I can recall, probably 6 or 7 feet.

The CHAIRMAN. Does it overflow?

Mr. BOWERS. Only during flood times. It has overflowed in cases of extremely high water. We have a hatchery there, engines, pumps, and a fairly good superintendent's residence, which is occupied by a custodian.

#### FISH HATCHERY, WYTHEVILLE, VA.

The CHAIRMAN. The next item is for fish hatchery at Wytheville, Va. For purchase of land and construction and repair of buildings and ponds, \$5,000.

Mr. BOWERS. This appropriation contemplates the extension of our work there. The output of the station is unequal to the demand, namely the propagation of the black bass, and especially the small-mouthed species. There is a piece of land adjoining the Wytheville Station through which flows a creek that can be utilized advantageously for the propagation of the small-mouthed black bass, an additional water supply being taken from the same creek. The present pond system was constructed with a wooden lining, which needs renewing. If sufficient funds are allowed the ponds should be more permanently built by substituting concrete for wood. There are no quarters for employees at the station, and they are obliged to live in town 4 miles away. This is a great disadvantage to the operation of the station.

The CHAIRMAN. How many employees have you there?

Mr. BOWERS. Probably five, the customary number.

The CHAIRMAN. Where are those employees housed now?

Mr. BOWERS. There are a couple of small rooms over the hatchery where two of the employees sleep, and one permanent employee owns a small house near the hatchery. If he would leave the service we would virtually be without a place for those people to live in.

#### MANCHESTER, IOWA.

The CHAIRMAN. The next item is the fish hatchery at Manchester, Iowa.

Mr. BOWERS. This station is 9 years old and needs repairs to ponds, buildings, and waterways.

What I would like to say about this whole matter is that these special items this year, in the aggregate, amount probably to \$52,000, while those special items last year amounted to \$92,000. There is a saving on these items alone of something over \$40,000.

Mr. TAYLOR. Why do you call that a saving?

Mr. BOWERS. I mean by that I have only included the buildings and improvements that are actually needed in order to keep up the property and keep up the work, and I have made these estimates with a view to economy and to bring about good results.

## BAIRD, CAL.—INCREASE OF SALMON IN THE SACRAMENTO RIVER.

By the way, I would like to make a statement, Mr. Chairman, concerning the operations at Baird, Cal.

The CHAIRMAN. I was going to ask you to give us some information as to the necessity of that.

Mr. BOWERS. We have taken more salmon eggs at that station this year than the year before, and as a result of our work at that station there is no question but that we have been able to replenish the Sacramento River. To-day our present station there is overcrowded with eggs, and there was an appropriation for construction at Battle Creek last year, if I remember correctly, that was inadequate. Our collections at Mill Creek, another substation there, ran up to 40,000,000 eggs in the last two years. Those eggs were handled in out-of-door troughs, with a roof shelter overhead. It might be well to provide for the purchase of a site for that property at Mill Creek.

This year we have planted 130,000,000 more salmon from Baird alone at small stations in the Sacramento River, and in the McCloud and the Pitt which empty into the Sacramento.

Mr. TAYLOR. How does that compare with the destruction of fish in the course of a year—the catch and use of salmon? I understood you to say you planted 130,000,000 salmon. How does that compare with the use or catch of salmon within the same time?

Mr. BOWERS. The catch of salmon is much greater there now. It had formerly become depleted.

Mr. TAYLOR. What I mean, Mr. Bowers, is whether you are furnishing enough salmon to live to outnumber those that are caught or used in the year? Do they use more than 130,000,000 salmon in a year, or less than that number?

Mr. BOWERS. Of course these are small when they are planted. No man can tell how many of them come back.

Mr. TAYLOR. If you planted 132,000,000 and they caught 200,000,000, it would not do any good, would it? You are supplying enough to replenish the river, are you?

Mr. BOWERS. Yes, sir; and we think the replenishment of that river is entirely due to the efforts of the United States Fish Commission. Of course a great many million salmon naturally propagate, but these are artificially propagated. Every salmon planted by the Fish Commission is simply one more salmon than would otherwise be produced. If they are caught and sold, the eggs will not be taken from them, and of course those eggs can not be planted.

Mr. TAYLOR. Have you any idea of the number that are hatched naturally as compared with those hatched artificially?

Mr. BOWERS. The supposition is that the natural spawn is only about 2 per cent.

## REPAIRS TO THE SCHOONER GRAMPUS.

(See also pages 386, 389.)

The CHAIRMAN. The next item on this page is "Repairs to the schooner *Grampus*, \$7,500." Mr. Gardner was here and made a statement this morning in support of this recommendation. Have you anything that you desire to say on the subject?

Mr. SMITH. May I suggest that he give special attention in his statement to the question whether this vessel is worth putting this amount of repairs on?



Mr. BOWERS. The vessel is a schooner, and it is our idea to make it a worthy sea-going vessel—that is, to put on a motor or engine, whatever is necessary to make it possible to do good and efficient work.

The CHAIRMAN. Is her hull or other parts of her in such a condition as to justify the expenditure of \$7,500 for the purpose of putting in machinery and a motor?

Mr. BOWERS. I think so. It is an exceptionally good vessel. The estimate for the motor is \$3,000, and the other items of the estimate are these [reads]:

Cutting well for propeller, altering stern, boring for shaft, and bedplate for motor .....	\$1,400
Plank shear, waterways, timber under chain plates .....	800
New deck .....	800
New rail .....	400
Deck beams and hatch combings .....	250
Rearrangement of laboratory and midship section, made necessary by installation of motor and to afford necessary facilities for stores, etc. ....	500
New floor beams and floors and resetting ballast .....	250
Cutting and resetting masts .....	200
Re-building well .....	400
	<hr/>
	8,000

The vessel has a well in it, in which we can carry live fish and live lobsters and things of that kind. This vessel, you know, was fitted up especially for the Fish Commission.

Mr. TAYLOR. What is the size of the vessel?

Mr. BOWERS. Eighty-five tons.

Mr. TAYLOR. And what was the cost of that vessel?

Mr. BOWERS. Fourteen thousand dollars.

The CHAIRMAN. How long has she been used?

Mr. BOWERS. Eighteen years. [Reads:]

The prices are estimated and are as close and conservative as can be given with the data at hand, though they can not be regarded as exact. The reason for the motor is fully set forth in Captain Hanson's letter of May 15; the other work is necessary because the vessel is 19 years old and has simply worn out from age. No special appropriations have ever been made for her nor any expensive repairs been undertaken as far as we are aware. With the above she will be practically renewed and be in condition for service probably for an indefinite time to come; without them her usefulness is ended now, as she is not seaworthy and it is not safe to operate her where she will be exposed to the weather that may be expected at sea at any time, except in the summer months.

The work recommended is what is in sight and obvious, and experience has proved that it invariably happens that where an old vessel is stripped for repairs many defects will be found which could not be discovered in advance, and to cover such contingencies at least 10 per cent should be added. We accordingly recommend that a special appropriation of \$9,000 be asked for; \$10,000 would be better. If this is granted, it does not necessarily follow that it will all be required, but there should be enough for all emergencies.

This is from the committee which I appointed to make a thorough investigation of this vessel. The committee consisted of the captain and my chief clerk and the representative of the Government at Newfoundland last year. He was selected by the State Department and the Department of Commerce and Labor, and my chief clerk accompanied this expedition to Newfoundland. They asked, in this connection, for an appropriation of \$9,000. Then they wind up and ask for \$10,000, which they say will be better under all conditions. I went carefully over that situation and reduced the recommendations to \$7,500. I had occasion to have a boat builder examine this vessel at Gloucester, Mass.

## STEAM LAUNCH FOR ALASKA.

The CHAIRMAN. The next item on this subject is a launch, a steam launch, for Alaska.

Mr. BOWERS. It is utterly impossible to do anything up in Alaska unless you have a boat.

The CHAIRMAN. I appreciate that. There is no means of transportation except by water.

Mr. BOWERS. None in the world, and \$10,000, I think, will give us a boat of sufficient size. A couple of years ago there were opportunities of buying a very good vessel up there for \$10,000.

The CHAIRMAN. So much the better. That was because of the failure of so many fish canneries.

Mr. BOWERS. That is the language: "For the purchase or construction of a steam launch for use in the propagation of salmon in Alaska. \$10,000."

Allow me to call your attention to the importance of increasing the vessel fund. If that is limited to \$10,000 the entire cost of crew and everything of that kind must be defrayed from that fund.

## THE SCHOONER GRAMPUS (AGAIN).

(See page 389.)

The CHAIRMAN. That recalls to me something I wanted to ask you concerning the schooner *Grampus*. If that appropriation is allowed, when will the repairs be made; this summer?

Mr. BOWERS. Yes, sir.

The CHAIRMAN. She will be taken right out of commission, and how long will be required to make the repairs?

Mr. BOWERS. I will utilize a vessel that has heretofore done the work of the *Grampus* when she was commissioned elsewhere. The vessel of the scientific people, the *Phalarope*, will probably be detailed to do the work.

The CHAIRMAN. What will become of the crew?

Mr. BOWERS. They will be transferred to other vessels or stations.

The CHAIRMAN. Have you other vessels?

Mr. BOWERS. We have a dozen launches, you know. For instance, at Havre de Grace, Md., we have some.

The CHAIRMAN. Will this vessel be manned with a crew from the vessel out of commission?

Mr. BOWERS. Yes. We have a vessel called the *Blue Wing*, a vessel of 60 or 75 tons, at Woods Hole. The crew of that vessel is either taken from the station force or, as conditions exist to-day, is employed at Boothbay Harbor, Me. The engineer is selected from the immediate locality for two or three or four months, and during the period in which construction work is going on or these improvements made I will simply detail these officials to one of the smaller launches, and thereby save the Government the amount of money we are paying from the temporary fund.

## STEAM LAUNCH FOR ALASKA.

The CHAIRMAN. How much tonnage will this launch have if you get the \$10,000 to buy it?

Mr. BOWERS. That depends on whether we purchase it or buy it

already built. As you see, it frequently happens that you can get a splendid vessel for \$10,000. I have a vessel in the use of the Commission at Woods Hole, Mass., that a prominent gentleman in Boston interested in the work of the Fish Commission sold to the Government for \$6,700, and that cost \$35,000 to build.

#### STEAM LAUNCH FOR BOOTHBAY HARBOR, ME.

The CHAIRMAN. The next item is the steam launch at Boothbay Harbor, Me.

Mr. BOWERS. That to-day is the principal lobster hatchery of the Commission, and with all due respect to our other stations, it is the most successful station of the Commission. It is a station that has been recently constructed. We have this afternoon something over 20,000,000 lobster eggs at this hatchery in process of hatching. In addition to that, we have 40,000,000 cod eggs.

The CHAIRMAN. Notwithstanding that fact, the price of lobsters still continues to increase.

Mr. BOWERS. That is because they are so good and there is such a demand for them.

Mr. TAYLOR. Where did you come from?

Mr. BOWERS. I am a West Virginian.

#### PROPAGATION OF LOBSTERS.

The CHAIRMAN. What real success have you had, Mr. Bowers, in the matter of propagating lobsters?

Mr. BOWERS. Of course, so far as our ability to obtain eggs at this new hatchery is concerned, it has only been in operation for two years past, and the ultimate result of our work in that line is hard to determine, because it will take a lobster three or four years to reach a marketable size.

The CHAIRMAN. Three or four years, the same as a salmon?

Mr. BOWERS. Yes; it takes the salmon about the same length of time. But the conditions existing there lead me to believe that it is possible to save the lobster. Our ability under the natural conditions, you understand, to get these eggs in a proper locality convinces me that there is a fair chance of rehabilitating the lobster.

I can give you some other reasons, if necessary, why that boat at Boothbay Harbor should be got. The brood lobsters must be maintained in their natural habitat. To-day we have something more than 20,000,000 lobsters. In the next three weeks I am confident that that number will be increased to 130,000,000.

Mr. TAYLOR. How do you propagate the lobster?

Mr. BOWERS. It is a salt-water species, and our water supply at these stations is gotten entirely from the sea by immense pumps. The lobsters are propagated in jars, and when they are brought to life after two or three days they are planted and carried along the coast for miles and miles, and we endeavor to find what we believe to be their natural spawning grounds and plant them as near as possible where the conditions exist naturally for their planting and development.

## AGENTS AT SALMON FISHERIES IN ALASKA.

The CHAIRMAN. I see in the next item your estimate is \$2,500 less than the current appropriation.

Mr. TAYLOR. The Secretary did that.

Mr. BOWERS. My understanding in this case is that the expense of these salmon agents is to be defrayed from the contingent fund of the Department of Commerce and Labor. I do not object to that.

Mr. TAYLOR. Is that under your supervision?

Mr. BOWERS. Yes; my impression about the purchase of supplies for those islands is that the necessities of life should be included there. As it stands now, it is simply for food and clothing.

## ST. JOHNSBURY, VT., HATCHERY.

UNITED STATES SENATE,  
*Washington, D. C., April 26, 1906.*

DEAR MR. TAWNEY: Some years ago there was an appropriation of \$20,000 for an increased supply of water at the fish hatchery at St. Johnsbury, Vt. Upon a very careful investigation both the Fish Commissioner and myself were agreed that it was not for the interest of the Government to spend the money for this purpose. We also found that it was an appropriation that would not lapse, and thought it better to experiment in different parts of the State to see if there was a good location for an auxiliary for raising trout from fry to fingerlings. A very satisfactory trial has been made at one place, and it will be continued this summer. Several other locations have been examined. I have myself examined several, as I am a good deal of a crank in the way of fishing.

The present station at St. Johnsbury is all right for hatching trout, but the water gets too warm in the summer for raising them to fingerlings. It is, however, first rate for small-mouthed bass, and there is a much greater call for them, I understand, than the present hatcheries can supply. Commissioner Bowers understands this perfectly, and I am sure that if this appropriation is made available for an auxiliary station for the purpose of raising fry, hatched at St. Johnsbury, to fingerlings, using the pond at the present station for raising small-mouthed bass, it would give most excellent results.

If the appropriation can be made available for this purpose, I would be personally responsible, with Commissioner Bowers, for its being economically and wisely used. I trust such an amendment may be adopted at this session.

Very respectfully, yours,

REDFIELD PROCTOR.

Hon. JAMES A. TAWNEY,

*Chairman Committee on Appropriations,  
House of Representatives.*

THURSDAY, April 26, 1906.

## REPAIRS TO SCHOONER GRAMPUS.

STATEMENT OF HON. AUGUSTUS P. GARDNER, REPRESENTATIVE  
FROM THE STATE OF MASSACHUSETTS.

The CHAIRMAN. I understand, Mr. Gardner, that you wish to be heard in regard to the repairs to the schooner *Grampus*, \$7,500.

Mr. GARDNER. I will tell you the situation exactly. The *Grampus* is the cheapest enforcement of the treaty of 1818 that we have got. We have a great deal of trouble in Newfoundland with our fisheries, which you probably know, and for international reasons we do not send a cruiser up there. Now, Newfoundland always has a cruiser on the ground, Canada usually has a cruiser on the ground, France usually has a cruiser on the ground, and Great Britain also very often has a cruiser on the ground.

All the time disputes are arising, which if they are not harmonized are liable to lead to friction, the destruction of each others hatcheries, and every sort of mischief. There is a great deal of doubt always as to the interpretation of any treaty; for instance, you will find it hard to say where a bay ends and a harbor begins, or where an inlet ends and a bay begins; and we have found that when we had an American schooner on the ground it was just as good as a cruiser, because they had officials of the Fish Commission on board who would go aboard the British cruiser in the evening and discuss matters with officials of Newfoundland and of the various cruisers, and then they would keep the State Department posted as to the facts, and also the Fish Commission here.

In spite of the fact that Newfoundland is very angry with us because of complications in regard to the treaty, and in spite of the fact that there never was a time when there was such friction, yet there never was a time when we got our treaty rights before, and I don't know whether we could get our full treaty rights without some vessel of that sort on hand.

Now, as a matter of fact, the *Albatross*, which is one of the Fish Commission's vessels, is on the Pacific coast, and the *Grampus* is about the only thing that we have to depend upon to keep the peace at Newfoundland.

The CHAIRMAN. What are these waters?

Mr. GARDNER. The treaty coast of Newfoundland. Generally she cruises around and finds where the mackerel is going, and studies the course of the fishes. Under the treaty of 1818 we have a right to fish within a 3-mile limit on certain parts of the coast of Newfoundland. The legislature there will pass a law with the evident intent of making it possible to break away from the right under the treaty of 1818; but if we have somebody on the spot we can get the facts and produce them at once, and the British Government will never support an action like that where the circumstances are clear. We had last year a great deal of trouble because they tried to prevent American registered vessels fishing down there, claiming that unless they had a license they could not fish inside of the 3-mile limit. As soon as we ascertained the

facts by the aid of the *Grampus* and produced them for the British Government they stopped that at once, and we went ahead fishing.

As I say, the *Grampus* is the cheapest enforcer of the treaty that we have. Of course if she goes on the ways for repairs, we shall not have her next summer, and we will have to borrow some kind of an ocean-going tug from the Department of Commerce and Labor; but the *Grampus* is a sailing vessel, and it is very useful. In the long run it serves more purposes generally than an ocean-going tug, and as we have no other vessel that is proper for this purpose to be used by the Fish Commission, and as the State Department does not think it advisable to send an armored vessel of any description up there, you could not make a better investment than to put that schooner in shape.

The CHAIRMAN. All these other countries that you have mentioned maintain or keep in the waters there a vessel all the time during the fishing season?

Mr. GARDNER. It depends upon the situation. Just at present the only one is the *Fiona*, which is the Newfoundland cruiser. The Canadians have two cruisers that are generally cruising somewhere around the Gulf of St. Lawrence. Great Britain had the *Latona* last summer, and during a part of the year France had a cruiser out there around the Banks. Somewhere along in 1880 we sent a cruiser down there, and that was about the time that Great Britain paid £12,000 for what Newfoundland did to us in destroying our nets; and I think that is the last time we sent a vessel down there. It is not necessary at all if we have a vessel like the *Grampus* there.

Mr. SULLIVAN. Do you happen to know the value of the catch of American vessels along this treaty coast?

Mr. GARDNER. The last time was about \$750,000 for herring, which was about the usual amount. That is where the dispute came in last year. The dispute this year is on cod, and next year it will be on mackerel. That is the way it goes.

Mr. SMITH. How expensive a vessel is the *Grampus*?

Mr. GARDNER. They want to put in a gasoline auxiliary. That is what makes the expense. I think she is a vessel of about 150 tons, but I could only guess.

Mr. SMITH. Could you not give me some idea of the value of the vessel?

Mr. GARDNER. I could only make a guess. Mr. Bowers will be here and he will probably know the exact value. I may be all wrong about her tonnage.

Mr. SMITH. What I wanted to get at is whether we would appropriate enough money to build such a vessel.

Mr. GARDNER. No; you are not appropriating enough money to build such a vessel with a gasoline auxiliary.

Mr. SMITH. I notice it says "Installation of auxiliary motor, with all necessary machinery and accessories."

Mr. GARDNER. In a dead calm you can not get about in a sailing vessel. Of course, she performs other functions during the rest of the year. When she is not out she collects spawn and fry; but whatever it is, it is a great function for a vessel to perform for the Fish Commission, besides following the course of the fishes.

Mr. SMITH. How old a vessel is it?

Mr. GARDNER. She is very old. I have known of her ever since I can remember. Mr. Bowers can of course tell you the practical side

very much better than I can. It may be that I have underestimated her tonnage; and he can probably tell you whether it would pay better to repair her and put in an auxiliary engine, or whether it would pay better to build a new one with an auxiliary engine in it. This boat is as good a boat to-day for fishing purposes as is necessary, and a great deal faster than many.

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FRIDAY, *April 27, 1906.*

## MISCELLANEOUS OBJECTS, DEPARTMENT OF COMMERCE AND LABOR.

### ALASKAN SEAL FISHERIES.

**STATEMENTS OF EDWIN W. SIMS, SOLICITOR, ACCOMPANIED BY MR. WILLIAM L. SOLEAU, DISBURSING CLERK, DEPARTMENT OF COMMERCE AND LABOR, AND MR. W. I. LEMBKEY, AGENT IN CHARGE OF FISHERIES, PRIBILOF ISLANDS, ALASKA.**

MR. SMITH. You appear for the Department of Commerce and Labor?

MR. SIMS. Yes; in the matter of the estimates for the Alaskan seal fisheries.

MR. SMITH. What position do you hold in the Department of Commerce and Labor?

### ALASKA, SUPPORT OF NATIVE INHABITANTS OF.

MR. SIMS. Solicitor for the Department of Commerce and Labor.

I suppose the one thing that the committee would like to hear us on is the matter of the addition of the words "and other necessities of life" in the language of the item "supplies for native inhabitants" on page 115. That, as a matter of fact, is about the only extension or change in the language of the appropriation other than the small item for janitor service on page 114. We ask to have added to the language of the appropriation the words "and other necessities of life" so that the Department may purchase from it articles other than "food, fuel, and clothing." The Comptroller recently held that the appropriation as it was worded last year was available only for food, fuel, and clothing. It is not available to purchase soap or matches, or coal oil or powder or anything of that kind. I will give the committee an illustration of the advantage which may be gained by broadening the language of the appropriation. A dollar will purchase 4 or 5 pounds of meat on the island, we will say; a dollar's worth of powder in the hands of the natives will enable them to shoot birds and get 100 pounds of meat. We can not purchase powder from the appropriation as it now stands.

The natives depend for their livelihood entirely upon their earnings from taking sealskins. They are allowed, and they have been paid up to this year, at the rate of 50 cents a skin. When the number of skins taken by the lessee of the islands was 100,000, the amount the natives earned was sufficient to support them; but now that the number of skins has diminished, owing to the decrease in the herd, the amount they earn at 50 to 75 cents a skin is insufficient to support them. The first of these appropriations providing for the support of the native

inhabitants of the Pribilof Islands, as you doubtless know, originated in 1892. That was about the time of the *modus vivendi*, when the Government stepped in and reduced the number of seals which the company was allowed to take; that, of course, reduced the natives' earnings.

The CHAIRMAN. What was the date of that *modus vivendi*?

Mr. SIMS. The first year of the *modus vivendi* was 1891. No other business of any description is transacted on these islands other than that of capturing and killing seals and shipping the skins, and under its contract with the Government the North American Commercial Company has the exclusive right to transact this business. Only those persons who are connected with the company or with the Government are allowed to land on the islands. As a result of this the only work or business the natives can do is that of catching and killing seals. So far as I have been able to learn, the Government never made any regular appropriation for the support of the native inhabitants of these islands until 1892. Previous to 1890 the company took from 60,000 to 100,000 skins annually, and the amount which the natives received for taking these skins at 50 cents per skin was evidently sufficient to support them.

In 1891, however, the Government reduced the number of skins which it permitted the company to take to 7,500. The result of this was to reduce the natives' earnings, and it was at that time that Congress made its first appropriation for food, fuel, and clothing. Since that time the company has never been allowed to take 100,000 skins as provided for in the contract, and the natives have, for that reason, never been able to earn enough money to wholly support themselves. Last year the total number of skins shipped from the islands was only 14,368. The appropriation for supplies for the native inhabitants of these islands has been made each year from 1893 down to the present time.

Mr. SULLIVAN. Was that the result of cutting off the revenue from the sealskins?

Mr. SIMS. Yes; the company paid the natives 50 cents a skin, and when it was allowed to take only a small number of skins the earnings of the natives were cut down in proportion. The Department has succeeded, however, in getting the company to increase the pay of the natives to 75 cents per skin this year. The Department requires the company to bear all those expenses which it should bear under the terms of its contract.

Mr. SULLIVAN. What is this company?

Mr. SIMS. It is called the North American Commercial Company. That company is the lessee of the islands under a lease executed by the Secretary of the Treasury in 1890, and which runs for a period of twenty years from that year.

Mr. SMITH. Do you think that the Auditor will allow an expenditure for powder for hunting purposes as a "necessary of life?"

Mr. SIMS. It is a good business proposition.

Mr. SMITH. I am not speaking of it as a business proposition but a legal proposition. Is powder with which a man could earn his livelihood any more a necessary of life than a store here?

Mr. SIMS. It is a means of earning a livelihood. If left to themselves the natives of the islands would no doubt earn a livelihood through the sale of furs and skins. The Government stepped in, however, and in



the exercise of its sovereign power leased to the company the exclusive right to take furs. It has thereby taken from the natives the means of supporting themselves. Under these circumstances it is no more than just that the Government, having taken away from the natives their source of livelihood, should provide for their support.

Mr. SMITH. Of course, I fully understand the merits of your proposition to furnish the powder, but I was in doubt as to whether gunpowder would be within a legal definition of necessities of life, so that he could draw the gunpowder after you got the appropriation.

Mr. SIMS. I believe it would, under those circumstances. I don't know what the Comptroller would hold, but that would be my opinion.

Mr. SMITH. If that is the chief object.

Mr. SIMS. That is merely one object. In addition to that there are candles, soap, coal oil, etc.

Mr. SMITH. Those, I should think, would be necessities of life.

Mr. SIMS. Matches, cooking utensils, sometimes funeral expenses, nails, paint—little things like that.

The CHAIRMAN. Does not this commercial company bear the funeral expenses of the natives?

Mr. SIMS. It does not, other than in the cases of the old, indigent, and poor. Under its contract it is required to take care of people who can not take care of themselves; that is, those who are not able-bodied.

The CHAIRMAN. How many people are on this island?

Mr. SIMS. About 255 on both islands.

The CHAIRMAN. Which island has the larger population?

Mr. SIMS. St. Paul Island has the larger population.

The CHAIRMAN. Almost all of the natives are on St. Paul Island, are they not?

Mr. SIMS. Mr. Lembkey, the Government agent in charge on the islands, tells me that about two-thirds are on that island. Mr. Lembkey is here, and will be glad to speak as to the local conditions if the committee desires to hear him.

Referring again to the language of the item now under consideration. I would like to call the attention of the committee to the fact that up to date this fund has been used for the purchase of these necessities of life. It is owing to a recent ruling of the Comptroller, holding that the appropriation as worded was limited to food, fuel, and clothing, that we desire the change made. If the change is not made, the natives will be deprived of things they have been accustomed to receive from the Government for a number of years past. We have made an estimate of these other necessities of life, and they average \$99.03 a family.

The earnings of a first-class native sealer on St. George Island last year were only \$86.25. The others received less wages even than this. It can be seen therefore that the earnings of not a single man on St. George Island are sufficient to get the necessities of life for the native sealer and his family. On St. Paul Island the same condition exists, excepting that they earn more. The first-class men there earned \$197 and the second-class men \$158. These men probably would be able to provide themselves with the necessities of life out of their earnings, but the third, fourth, and special class men receive less than enough to meet their needs, as shown by this estimate.

The CHAIRMAN. How many men are employed in the Bureau in Washington in the administration of this service?

Mr. SIMS. None. The only men employed in the administration of the service are four agents who alternate at the islands. They stay there eighteen or twenty months at a time and then are here in Washington for a few months every other year. Secretary Metcalf exercises direct supervision over this service through the Solicitor of the Department. I handle the seal fishery matters in connection with my other duties. There is absolutely no expense of administration here in Washington. The total receipts from those islands since 1870 have been \$8,667,206.14. The total amount expended for supervision and for supplies for the natives has been \$572,066.38. In other words, the Government has received from these islands in the last thirty-six years more than it paid for all Alaska, and the cost of administration has, in my opinion, been proportionately less than that of any other branch of the Government service.

The CHAIRMAN. Do you know to what extent the herd has been depleted since we obtained possession of the islands?

Mr. SIMS. Well, the herd has been materially depleted. The decrease in the size of the herd has been particularly marked in recent years. At this time there are about 225,000 seals in the Pribilof herd. In 1870 the herd was estimated to contain two or three million seals.

The CHAIRMAN. Two million four hundred thousand, I think.

Mr. SIMS. There were various estimates on that. Some scientists said 3,000,000 and some as high as 4,000,000, and some even as high as 6,000,000. I believe a conservative estimate would be between two and three millions.

The CHAIRMAN. Do you know when Russia prohibited the killing of seals there; how long before we acquired possession of the islands?

Mr. SIMS. It is stated that in 1835 the herd had decreased to 4,500 seals. In that year the Russian Government established a closed season, which continued for several years. As a result of the restrictive measures adopted by the Russian Government the herd rapidly increased in numbers, until at the time of the purchase of Alaska by this Government it is estimated that it contained between 2,000,000 and 3,000,000 seals.

The CHAIRMAN. And that closed season continued from 1835 to something like 1864 or 1867.

Mr. SIMS. I believe it did, although the killing of a limited number of seals for food was permitted. There is no doubt that the herd can be increased to an unlimited size under proper regulations. The cause of the present decrease is pelagic sealing. I have gone carefully over the reports made during the last ten years concerning the fur-seal fisheries, and I believe that the administration of these fisheries has been as good as any administration in any branch of the Government service.

The CHAIRMAN. Do you mean in ten years, or the latter part of the last ten years?

Mr. SIMS. Well, I have only gone carefully over the reports for the last ten years.

The CHAIRMAN. What are the restrictions on the company in respect to killing?

Mr. SIMS. The Department canvasses the situation each year and fixes a maximum amount which the company may take.

The CHAIRMAN. Who fixes that?

Mr. SIMS. The Secretary of Commerce and Labor, on the report of the agent as to the size and condition of the herd.

The CHAIRMAN. How does he ascertain the number which shall be killed in any one season?

Mr. SIMS. He takes into consideration the size and condition of the herd, the decrease from the previous year, and other matters. Last year the company was not able—

The CHAIRMAN. Does the increase or decrease in pelagic sealing have any influence in determining the number of seals to be killed on the island?

Mr. SIMS. Yes; in so far as it decreases the number of seals on the island.

The CHAIRMAN. Has pelagic sealing increased in recent years?

Mr. SIMS. I believe in the last few years they have gone at it with renewed activity; haven't they, Mr. Lembkey?

Mr. LEMBKEY. Yes, sir.

Mr. SIMS. There is little doubt that the decrease in seal life on the Pribilof Islands is directly attributable to pelagic sealing. This practice is especially fatal, owing to the fact that pelagic sealers kill mother seals at sea. Those mother seals killed in Bering Sea, in addition to being pregnant, have a nursing pup on shore, which, on the death of its mother, dies from starvation. In addition to this it is estimated by competent authorities that 50 per cent of all seals killed at sea sink and are not recoverable. Experts state that the skin of every mother seal secured by pelagic sealers represents the destruction of at least four lives from the herd.

The CHAIRMAN. There is a mother on the land, with a pup, and she is pregnant. The pup is starved by reason of the failure of the mother to return, and then the one that the mother seal carries and the mother seal herself makes three.

Mr. SIMS. Yes; and about 50 per cent sink; at least 50 per cent sink. In my opinion a strong effort should be made to put an absolute stop to pelagic sealing for all time.

The CHAIRMAN. I would like to ask of Mr. Lembkey at what age is the commercial company allowed to kill seals.

Mr. LEMBKEY. They are allowed to kill 2 and 3 year old seals.

The CHAIRMAN. How long has it been since they commenced 2-year killing?

Mr. LEMBKEY. I understand they have killed the larger 2-year olds during the greater portion of their lease, with the exception, perhaps, of 1890. In 1900, I believe, they commenced taking practically all of the 2-year class they could find.

The CHAIRMAN. Do they kill yearlings?

Mr. LEMBKEY. I do not believe so.

The CHAIRMAN. Do not their reports to some journal published in London in regard to the seal catch and the price which is paid for seal skins indicate that they are killing below the 2-year olds?

Mr. LEMBKEY. An analysis of that publication—I presume you refer to the catalogues of C. M. Lamson & Co.—would show that out of the entire catch of seals from the islands there would probably not be over two or three hundred seals in the doubtful class. Those skins probably appear in the catch as much from the fact that they were exhausted during the drives or hit accidentally in clubbing, or something of that kind, as that they had been killed intentionally; their

skins were then taken off by the natives and brought to the village and put in the salt house with the other skins. I can say positively that I have not seen a yearling killed intentionally on the islands, except two which I killed myself for the purpose of determining the weight of the skins.

The CHAIRMAN. While you are there, to what extent do you supervise and have opportunity to see whether or not the restrictions in regard to the age of seals killed by the Commercial Company are carried out?

Mr. LEMBKEY. I was present at every killing on the island on which I was stationed. Before each killing I called the attention of the clubbers to the regulations which the Department required me to enforce; I also examined the seals after they were knocked down, and if I discovered the presence of any which I thought were inside of the prohibited class I would bring that to the attention of the representative of the company. After the skins had been taken off the carcasses they were weighed by the assistant agent and myself, the weights recorded, and if any appeared which were in the exempted class, that was also made the subject of a protest to the company. In spite of all our efforts a few of the skins from seals which the Department had restricted from killing were taken by the lessee. That was due to the reasons already stated and to the further fact that it is absolutely impossible for the men to judge in every case the weight of a skin on a live seal to within a fraction of a pound.

The CHAIRMAN. To what extent, if at all, are they allowed to kill female seals?

Mr. LEMBKEY. Not at all, sir.

The CHAIRMAN. On the islands?

Mr. LEMBKEY. Not at all.

The CHAIRMAN. So the killing is confined to the males?

Mr. LEMBKEY. Entirely so.

The CHAIRMAN. And they are allowed under the regulations now to kill how many a year?

Mr. LEMBKEY. Fifteen thousand; but previous to killing these we take out 2,000 choice males a year for breeding purposes. We reserve these before the company is allowed to kill any.

The CHAIRMAN. How old are those males?

Mr. LEMBKEY. Two and three years old.

The CHAIRMAN. Do they go on the breeding grounds before they are 4 years old?

Mr. LEMBKEY. They do not get onto the breeding grounds until they are at least 6 years old. Seven years is the full term for a bull. Of course, they are able to serve cows before they are 7 years of age, but before that time they lack the courage necessary to maintain a place on the breeding grounds.

The CHAIRMAN. What does the commercial company pay for the skins?

Mr. LEMBKEY. \$10.22½; that includes every payment to the Government. It does not include, however, the 75 cents which they pay for each skin to the native laborers for taking that skin, nor the cost of preparing it for shipment.

The CHAIRMAN. What does the skin cost them, including the amount paid to the natives and the Government contract.

Mr. LEMBKEY. Under the Government contract it costs \$10.22½ royalty, and, in addition, 75 cents per skin to the natives. It is estimated, I believe, that the expense of taking that skin to London amounts to about 10 per cent of the selling price, which is now on the average about \$37 a skin. That would be \$3.75. I should say, on a rough estimate, that each skin costs them in the neighborhood of \$15.

The CHAIRMAN. The average selling price in London is how much?

Mr. LEMBKEY. The latest market quotation was about \$37 or \$38 per skin?

The CHAIRMAN. This contract continues how much longer?

Mr. LEMBKEY. Four years; until 1910.

The CHAIRMAN. At the rate which the killing is going on now, will there be any considerable number of seal left on the islands at the expiration of the contract?

Mr. LEMBKEY. Yes. There will be a splendid breeding nucleus. The commercial value of the herd would be much less in 1910, of course, than now.

The CHAIRMAN. If the Government were to cease killing on land entirely, without the British Government prohibiting pelagic sealing, the Government of the United States would ultimately lose the entire herd, would it not?

Mr. LEMBKEY. I don't believe that they would lose the entire herd. Probably there would always remain a few seals; and if they were undisturbed at sea as well as on land they would sooner or later rehabilitate the rookeries. It is almost impossible to totally wipe out the species. The history of a number of seal rookeries other than those on the Pribilof islands shows that. After these rookeries had been raided until apparently not an animal was left, at the expiration of fifteen or twenty years of rest, thriving rookeries were found.

The CHAIRMAN. Is there any pelagic sealing inside of the 60-mile zone?

Mr. LEMBKEY. I do not believe that there is on the part of the British vessels, but there is, so far as the Japanese are concerned; and we had one schooner up there last year under the Mexican flag that hung off shore the whole summer.

The CHAIRMAN. Have you any means of knowing the number of seals killed by pelagic sealing?

Mr. LEMBKEY. We have not, except by scrutiny of the reports of the British Government. They send a report of the catch each year to our Government, and our figures are based upon theirs.

The CHAIRMAN. What proportion of the total number of killed do you estimate to be killed by the pelagic sealer annually?

Mr. LEMBKEY. The British Government reports the pelagic catch to be about 10,000 from our herd, but the London trade sales show that probably 25,000 skins were marketed. Now these 25,000 skins represent over 10 per cent of our herd. Whether all those skins actually came from our herd or not I do not know. The fact remains that there is a great discrepancy between the report of the British Government and the report of the London trade sales.

The CHAIRMAN. How do you ascertain the number to be killed by the Commercial Company on the islands each season?

Mr. LEMBKEY. That, as Mr. Sims has said, is fixed by the Department. The present policy of the Department is to save from killing

an adequate number of young male seals for breeding purposes; and with certain other restrictions on the killing as regards the weight of skins, etc., the company is allowed to take all they can get up to a certain maximum number.

The CHAIRMAN. From your observation, has pelagic sealing increased in the last two years?

Mr. LEMBKEY. It has not as regards numbers, but I believe the effect of pelagic sealing on the herd is greater now than it was years ago, because they are now preying on a diminished herd.

The CHAIRMAN. Do you know whether the Department has taken any steps toward negotiations with Great Britain for the purpose of arriving at a convention of some kind whereby pelagic sealing may be stopped?

Mr. LEMBKEY. I do not actually know of anything of that character. Mr. Sims may know.

Mr. SIMS. It has. Secretary Metcalf, in his last annual report, urgently recommended that a strong effort be made to secure international regulations which would stop pelagic sealing. I believe that the State Department took the matter up immediately after this report was made, and that they have been at work since that time securing data and figures with reference to the subject. I understand, informally, that the State Department intends to take steps some time this year looking toward an international agreement which will put a stop to pelagic sealing.

The CHAIRMAN. This contract with the Commercial company can be terminated at any time by the Government, can it not?

Mr. SIMS. No, sir; I believe not; but the Supreme Court of the United States has sustained the right of the Government to reduce the number of seals which may be taken under it.

The CHAIRMAN. It can be, in effect, terminated.

Mr. SIMS. I do not know what the court would do in case the Government attempted to absolutely terminate the contract. While the Supreme Court sustained the right of the Government to reduce the number of seals from 100,000—which the law permits the company to take—to 7,500, it is difficult to say whether or not, with the contract in existence, it would sustain the action of the Government in absolutely prohibiting the company from taking any seals whatever.

The CHAIRMAN. As to the amount paid to the natives. Is that fixed by the contract?

Mr. SIMS. No, sir; it is fixed each year by the Secretary of Commerce and Labor, under a clause in the contract whereby the company agrees to employ the native inhabitants of the islands to perform such labor as they are fitted to perform, and to pay therefor a fair and just compensation, such as may be fixed by the Secretary of Commerce and Labor. Strictly speaking, therefore, the amount paid the natives is fixed by the regulations which the Secretary issues each year.

The CHAIRMAN. The amount which is to be paid by the Commercial Company to the natives is fixed by the Department annually.

Mr. SIMS. By the Department; yes, sir. It has been 50 cents a skin up to this year, and Secretary Metcalf succeeded in raising it to 75 cents a skin.

The CHAIRMAN. Inasmuch as the Commercial Company is making over 100 per cent net profit out of the transaction, why is it that the

Department does not insist upon their paying these people a little more, or at least enough to maintain them?

Mr. SIMS. In my opinion the Government is getting proportionately a great deal more from the company under the present lease than it received under the previous lease.

The CHAIRMAN. And they are getting a great deal more out of the contract than before.

Mr. SIMS. Not more than the other company. So far as I am aware the company is receiving only that which it is entitled to receive under the terms of its contract. From what I have been able to learn from the reports of the dealings of the Government with this company during the past few years, I believe that the Government has forced the company to concede to it everything which it could fairly expect to receive under the contract. Without expressing an opinion as to whether or not the terms of the existing contract are the most advantageous which could be secured to the Government, I firmly believe from my knowledge of the situation that the Government is at present requiring the company to do all that it could fairly require under its terms. I presume that if the Department was unreasonable and attempted to require the company to do things not provided for in the contract, it would refuse and the Government would be involved in a law suit. The Department now requires the company to live up to the terms of the contract, and if the terms of the contract are not advantageous they should be changed when the Government enters into a new contract three or four years from now, providing it enters into such contract.

The CHAIRMAN. They would not be likely to refuse to do anything, because if they did they would forfeit their contract, and they would not be likely to forfeit a contract of that kind.

Mr. SIMS. The company claims that it does not make very much under existing conditions.

The CHAIRMAN. Do you know how the present price of sealskins in the London market compares to-day with the price paid at the time this contract was made?

Mr. LEMBKEY. I understand the price received for the skins in 1890 was \$36.50 for every skin the company sold, on the average, as against \$37 at the present time.

Mr. SIMS. Referring to your suggestion, Mr. Chairman, as I say, in drafting the regulations this year we went as far as we thought we could justly go. Of course, the Department might say to the company, "You must do this or quit," but it seems to me that would be inadvisable.

The CHAIRMAN. Of course it would not be good administration to impose upon them conditions that would be actually a hardship; but in view of the enormously increased profit which they are now realizing out of the contract, a profit which they received for several years subsequent to the making of that contract, when the price that they were to pay to the natives was fixed, it seems entirely reasonable to expect from them a little more money for the purpose of defraying the expense of the natives who are employed upon the islands. How much have you increased it this year over the amount paid last year?

Mr. SIMS. We have increased it from 50 to 75 cents a skin, that is equivalent to a 50 per cent increase.

The CHAIRMAN. This year?

Mr. SIMS. Yes, sir.

The CHAIRMAN. Will that increase the income of the natives so that your appropriation will not have to be as much as heretofore when they were receiving only 50 cents?

Mr. SIMS. No, sir; we required the company to make that increase for the reason that it had raised the price of provisions.

The CHAIRMAN. Does the Government buy provisions from the commercial company?

Mr. SIMS. I believe the natives get their provisions from the company on orders from the Government agent. The Government maintains a Government house on each island, and the natives go to the agent and get their orders.

The CHAIRMAN. Then we are obliged to pay the amount charged by the commercial company for the supplies that are furnished to the natives upon the order of our agents?

Mr. SIMS. Yes; but the commercial company has always maintained—and we have endeavored to find out whether they were correct—that they have charged no more than the actual cost, plus the cost of transportation, for these provisions; in other words, they state that they make no profit out of the provisions they sell to the natives.

The CHAIRMAN. Did your investigations determine the truth of that?

Mr. SIMS. The figures that they gave us on what they were required to pay for provisions in San Francisco did, I believe, show that they were getting them as low as possible in large quantities. Of course the matter of transportation was a guess, but it was nominal, and we thought it was only a fair charge. You see there are so many relations between the natives and the company and the Government and the company that you would have to go right down the line if you broke with them. We have asked for no more for supplies for native inhabitants this year than has been allowed for a number of years past.

The CHAIRMAN. This \$19,000 is the amount which the Government is paying for the maintenance of the natives?

Mr. SIMS. Yes, sir.

The CHAIRMAN. In addition to what they receive from the commercial company.

Mr. SIMS. That is it exactly, and we ask now to have it changed, so that we can purchase other necessities of life. As a matter of fact, we have been purchasing these other necessities of life from this identical appropriation for a number of years.

The CHAIRMAN. Do you know whether there is any balance left over in the fiscal year 1905 from this appropriation?

Mr. SIMS. The disbursing officer informs me that it is practically all used.

Mr. SMITH. About what is the length of the sealing season in which the natives are employed?

Mr. SIMS. The months of June and July.

Mr. SMITH. About what is the earning capacity of a man per day at 75 cents a skin?

Mr. LEMBKEY. Of course, that depends. If the men could kill all the seals they could handle they could probably kill 3,000 a day, but



they have to devote a day to sealing from each different rookery, and from those we may get 600 skins, or we may only get 75 or 80.

Mr. SMITH. What I wanted to get at is whether these men get liberal pay for the two months they work. What would the average earnings of a man be for a month up there?

Mr. LEMBKEY. During the months of June and July, 1905, there were twenty-one first-class workmen on St. Paul, and they each received the sum of \$197.05. That would be on an average of \$86 a month.

Mr. SMITH. Are these men of any skill in any line—these natives?

Mr. LEMBKEY. Yes, sir; they have been trained for generations to this one particular work.

Mr. SMITH. Does it require any training to recognize the male from the female seal?

Mr. LEMBKEY. It requires considerable experience to recognize the males from the females. The seals which we kill, however, are young males which are forced by the adult males to keep away from the females, and consequently, to haul up by themselves away from the breeding herd. When thus hauled up it is not a question of distinguishing them from the females, because when these young males are driven there are no females near them. If, however, these young males or "bachelors" should become mixed with the cows it would be a hard matter to tell the difference.

Mr. SMITH. Are these men liberally paid for the class of work they do for the company?

Mr. LEMBKEY. The work performed by these men is of quite an expert nature, and requires considerable experience. In addition to this knowledge as a skinner the native workman must work rapidly to take the skin off the carcass before it stiffens. The skin of the seal is grown fast to the blubber and is not loose as it is on a fox. In working rapidly the skinner must still be expert enough to avoid cutting the skin, thereby seriously affecting its value. An expert skinner will take off fifteen or twenty skins in an hour.

Mr. SMITH. Whatever skill there is is in the skinning, and not in the selection nor in the killing?

Mr. LEMBKEY. The killing also requires expert knowledge, but that is done by a separate class of men called the "clubbers." The clubbers do the killing, and another gang, mostly young fellows, does the sticking; that is to say, after the seals are knocked down the young men come with knives and stick them and bleed them. After them comes another gang a little more expert, who draw their knives around the head forward of the ears, and also around the flippers; they also rip them up the belly, leaving the carcass in condition for the skimmers who are coming behind to take off the skins.

Mr. SMITH. How are these men paid?

Mr. LEMBKEY. By participation in the community fund, in which all have a share.

Mr. SMITH. So, as I understand it, the 75 cents for the skin covers everything from the clubbing to the removal of the skins, and that they do by arrangement among themselves.

Mr. LEMBKEY. That is the point exactly.

Mr. SMITH. You think these workmen average about \$80 a month during the season?

Mr. LEMBKEY. On St. Paul Island, yes. On St. George the first class average only \$43 a month, or did last year. The first-class men on St. Paul got \$86 a month during the last season.

The CHAIRMAN. The only meat they have is from the seal?

Mr. LEMBKEY. With the exception of the little canned meat they are able to buy at the store. But their preference, of course, is for the seal meat if they can get it. They don't eat the canned meat if they can get seal meat.

The CHAIRMAN. They are allowed so many carcasses.

Mr. LEMBKEY. During the summer there is an abundance of seal meat. In the fall we kill a few for food, but only enough to keep them going. These seals killed in the fall are carefully divided among the several families.

Mr. TAYLOR. Do they put the meat away and preserve it as we do pork?

Mr. LEMBKEY. In the summer time, because of the rush of work, all the men are required on the sealing field and have little or no time to preserve meat. It is almost impossible for them to save much of this food during the summer. They take what they want for their present needs, but they have no means of preserving it, except by salting, even if they had the time. They have no refrigerating apparatus.

Mr. TAYLOR. What becomes of it?

Mr. LEMBKEY. It rots. But after the sealing season is over, or during the fall and winter, when seals are killed for food, every scrap of this meat—even the internal organs—is carefully preserved and salted if not eaten at once.

Mr. TAYLOR. For winter use?

Mr. LEMBKEY. For winter use. At that time the season is so cool that they can preserve the meat fresh for an indefinite time. But during the summer time it will not last over a week without becoming tainted.

Mr. TAYLOR. Does anybody eat the seal meat excepting the natives?

Mr. LEMBKEY. I have eaten a lot of it and am very glad to get it.

Mr. TAYLOR. Is it a matter of merchandise anywhere else?

Mr. LEMBKEY. No, sir.

Mr. TAYLOR. Not after being preserved or dried by whatever process you use?

Mr. LEMBKEY. We can not sell it. I presume if we were able to put it on the market, and had enough of it, we could find sale for it among the Aleutian natives. The trouble about the matter is, however, that those natives are so impoverished that they could not pay for anything except, perhaps, in kind.

The CHAIRMAN. You can not dry this meat on the islands in the summer time?

Mr. LEMBKEY. The climate is so damp that I don't think it possible to do that. There were attempts made once or twice to smoke it with pine wood, but it was so strong after they got through that the natives could not, or would not, eat it.

The CHAIRMAN. Do they ever attempt to pickle it?

Mr. LEMBKEY. They salt quite a lot of it; yes, sir.

The CHAIRMAN. Can they preserve it in that way?

Mr. LEMBKEY. They preserve it for winter use in that manner.

Mr. TAYLOR. Beyond these two months' work in the sealing time, what other work does the native do?

Mr. LEMBKEY. They do very little work which brings any revenue with the exception of laboring for the company in the shape of such odd chores as they have for them to do.

The CHAIRMAN. What does the Commercial Company furnish to these natives in addition to the amount of money they pay for the skins?

Mr. SIMS. They furnish salt salmon under the contract, which says, "That it (the company) will furnish to the native inhabitants of said islands of St. George and St. Paul annually such quantity or number of dried salmon and such quantity of salt and such number of salt barrels for preserving their necessary supply of meat as the Secretary of the Treasury shall, from time to time, determine." As a matter of fact the company furnishes those articles in unlimited quantities. It furnishes all the dried salmon the natives will eat. No question has ever arisen under that clause.

The CHAIRMAN. All they can consume?

Mr. SIMS. Yes. And the contract also requires the company to furnish them 80 tons of coal per annum.

The CHAIRMAN. Are there any other supplies besides coal and fish? The only reason I ask these questions is that this language "And other necessities of life," might cause the question to arise as to whether or not the Commercial Company would not claim that they were not bound to furnish these things because Congress had appropriated for all the necessities of life.

Mr. SIMS. No, the policy of the Secretary has always been to require the company to adhere strictly to the terms of its contract and furnish everything that was required; and also where the matter was indefinite, as in the matter of paying the natives, he requires the company to do everything that can be reasonably required under the contract. It is required to provide comfortable dwellings, and keep them in repair, and also to provide suitable schoolhouses for the education of the children.

The CHAIRMAN. Has that condition been complied with?

Mr. SIMS. It has, yes, sir; fully. I have seen some of the samples of writing and work that the pupils in these schools have done, and they show a marked degree of advancement.

Mr. LEMBKEY. They maintain their schools very faithfully through eight months of the year under competent teachers.

Mr. TAYLOR. What kind of teachers?

Mr. LEMBKEY. We have one teacher on St. Paul Island who is a native who was taken down by the Alaska Commercial Company, given a college education at San Francisco, and brought back to teach in the school. The other teachers come from the States. They have on St. George a young man from Vermont who has been teaching school all his life and is a very competent teacher.

The CHAIRMAN. Have they churches there?

Mr. SIMS. They have a church.

Mr. LEMBKEY. The natives have built their own churches from a fund which they contributed in years past. The company has never been to the expense of maintaining houses of worship.

Mr. TAYLOR. What religion is it?

Mr. LEMBKEY. The Greek Catholic Church—a survival of the Russian possession.

Mr. SIMS. This contract also requires them to provide a competent physician or physicians, and necessary and proper medicines and medical supplies; also the necessities of life for the widows and orphans and aged and infirm inhabitants of the islands who are unable to provide for themselves. Those are about the only things they are required to provide, and we have checked those up carefully each year.

The CHAIRMAN. What are the morals of the people up there?

Mr. LEMBKEY. They are consistent church members, and go to church whenever they have a chance. Their morals, I presume, are as good as they are in any locality where education is a secondary matter, and where the public standard of morality is elemental. There has been in the past more or less illegitimacy; there are few cases of that kind there now.

Mr. SULLIVAN. How many people are there up there?

Mr. LEMBKEY. About 253 on both islands.

The CHAIRMAN. Do they utilize all the money they receive for work performed for the commercial company in maintaining themselves, in addition to what the Government gives them; have they an accumulated fund?

Mr. LEMBKEY. Some of them have funds saved that are deposited with the lessee as bank accounts. All these bank accounts were accumulated under the old lease at the time when the community was receiving about \$40,000 per annum from the taking of sealskins. During that period some of the more thrifty natives accumulated considerable money, which they deposited with the lessee and on which they receive interest at the rate of 4 per cent. A few of these bank accounts still survive, but they are gradually being expended.

Mr. TAYLOR. Are the islands increasing in population?

Mr. LEMBKEY. The population is decreasing and has been for a number of years. In fact, it has only been kept up by importations, from time to time, from various other islands in the Territory. Their death rate exceeds their birth rate almost constantly.

Mr. SIMS. I call the attention of the committee to the addition on page 114 of the words "janitor service at the Government buildings, at the Pribilof Islands, not exceeding \$480 per annum." Under an order of the Treasury Department, issued, I believe, about 1891, they have been paying at the rate of \$20 a month for one native janitor in each Government house. This has never been included in the appropriation as a separate item, and the Department felt this year that it should be included. It does not call for an additional expenditure.

The CHAIRMAN. I observe that your estimate under that head is less than last year.

Mr. SIMS. That is due to the fact that the traveling expenses and stationery are to be paid from the Department contingent fund. That fund, however, is not increased.

The CHAIRMAN. What is the necessity for janitor service?

Mr. SIMS. There is a Government house on each island.

The CHAIRMAN. Who occupies this Government house?

Mr. SIMS. About all of the natives on the island are in and out of those houses every day, and there must necessarily be somebody there to clean up. They are a sort of headquarters for the natives.

The CHAIRMAN. The only reason I ask the question is because the term "janitor service" may provoke some inquiry on the floor of the House as to what the assistance really is. I thought there might be some other name that could be applied.

Mr. SIMS. It is in a Government house. The natives come there for orders for supplies, to have the agent settle their disputes, for advice, and for many other purposes. The Government agents, operating through the chiefs of the tribe, maintain order on the islands.

The CHAIRMAN. Then you want somebody to keep the house clean?

Mr. SOLEAU. While it appears here as a new item, it is not in fact a new item. When the service was operated through the Treasury Department the Secretary paid the expense out of the fund for custodians and janitors of public buildings. We did not know about that until last fall, when the bill of the commercial company came in for money to reimburse this man; and Congress has already appropriated a deficiency for last year in the urgent deficiency bill.

The CHAIRMAN. I observe here that somebody has recommended the omission of this language, which is carried in the current law, "Necessary traveling expenses of agents actually incurred in going to and returning from Alaska, not to exceed \$500 each per annum; and the expense of transporting the same to the Pribilof Islands, Alaska."

Mr. SIMS. That is because it is proposed by the Department to pay those expenses out of the contingent fund, and the contingent fund has not been increased.

Mr. TAYLOR. Then you want those words to go out.

Mr. SIMS. Yes, sir. And on page 113 the words "and traveling expenses" should go out.

#### SHIPPING COMMISSIONERS, CONTINGENT EXPENSES.

Mr. SOLEAU. Until two years ago there was no allowance made for such expense, and every two or three years the shipping commissioners were required to sue in the Court of Claims for contingent expenses, and it came to Congress for appropriation. Two years ago this committee agreed to allow \$7,000 for contingent expenses, which consist of rent, fuel, telephone and telegraph service, and similar items.

The CHAIRMAN. I also observe that you have a new item here on page 117, "Rent of office quarters for the United States shipping commissioner at San Francisco, California, not exceeding \$2,100."

Mr. SOLEAU. Until about three months ago the shipping commissioner at San Francisco was quartered in the public building, but he was crowded out on account of the needs, I believe, of the Treasury Department. It then became necessary to quarter him in rented quarters until the new Government building could be completed. The urgent deficiency bill carried an appropriation for that rent for this year.

The CHAIRMAN. Is this an annual rental?

Mr. SOLEAU. That will be an annual rental until we can get this man back in the Government building at San Francisco.

The CHAIRMAN. How many people are under his employ?

Mr. SOLEAU. I can not say. There are two or three clerks besides himself. He has to have a good deal of space, because he settles all disputes between sailors and masters, and he makes contracts for the sailors before they go to sea. He also takes care of them, as required

by the Revised Statutes. It was said to be the best arrangement that could be made at San Francisco before the destruction of that city.

The CHAIRMAN. Has the office been destroyed?

Mr. SOLEAU. I can not say, but I think it has.

The CHAIRMAN. Have you communicated with the Department in regard to it?

Mr. SOLEAU. We have not heard from him directly, up to two or three days ago. We heard that the steamboat-inspection service quarters could not be occupied any more and temporary quarters have been established in Oakland, and I imagine the shipping commissioner has been required to go there until things are straightened out.

Mr. SMITH. Ought this to be limited to San Francisco? You say you may have to remove it to Oakland.

Mr. SOLEAU. I imagine it will go back in a short time. I don't believe there will be much quibbling so long as it is impossible to get quarters in San Francisco; I do not believe the Comptroller will make any objection to that.

Mr. SMITH. I did not know but what you might not be able to get money for the rental of an office in Oakland.

Mr. SOLEAU. I don't believe there will be any trouble about this when the circumstances are shown.

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FRIDAY, April 27, 1906.

## ENFORCEMENT OF THE CHINESE-EXCLUSION ACT.

### STATEMENT OF MR. F. M. P. SARGENT, COMMISSIONER-GENERAL OF IMMIGRATION.

The CHAIRMAN. Mr. Sargent, you are Commissioner of Immigration?

Mr. SARGENT. I try to be.

The CHAIRMAN. You succeed reasonably well in being it, do you not?

In the item here on page 115 of this bill, for the enforcement of the Chinese-exclusion act, you estimate for the coming fiscal year \$100,000 less than your current appropriation?

Mr. SARGENT. Yes, sir.

The CHAIRMAN. And you also recommend that we omit the language now carried in the present law, "*Provided*, That the annual subscriptions for publications for use in the immigration service at large may be paid in advance." Have you any balance left over of this appropriation of \$600,000 for the fiscal year ending June 30, 1905?

Mr. SARGENT. Yes, sir.

The CHAIRMAN. How much?

Mr. SARGENT. From July, 1904, to February, 1905, we expended \$351,493.68. From July, 1905, to February, 1906, we expended \$263,484.88.

The CHAIRMAN. What is the total for the two fiscal years that you have expended?

Mr. SARGENT. I have it here by months.

The CHAIRMAN. You have given only a fraction of the fiscal year 1905.

Mr. SARGENT. Yes, sir. I have not the figures here for the whole year. If you want them I can give you them very quickly to-morrow morning.

The CHAIRMAN. The year ending June 30, 1905, beginning July 1, 1904, is the fiscal year I want, for which you had an appropriation of \$500,000.

Mr. SARGENT. You want the figures on that?

The CHAIRMAN. I want the amount expended out of that appropriation and the amount of balance returned to the Treasury last September. Is your estimate for the coming fiscal year of \$500,000, which is \$100,000 less than the current appropriation, based upon the fact that you are not expending more than that amount and do not intend to expend more than that amount for this fiscal year?

Mr. SARGENT. Yes, sir; and upon my belief that, with an appropriation of \$500,000, I would have somewhat of a balance left. It depends largely, Mr. Chairman, upon how far we go in the enforcement of the Chinese-exclusion laws as to the money we will spend.

Comparing the month of February, 1905, with the month of February, 1906, in 1905 our expenditures were \$62,609.10; in February, 1906, \$25,683.12. Now, in February, 1905, we had a large deportation, while now we are not deporting scarcely any, so that our expenditures at the present moment are what might be termed merely the running expenses, maintaining the service, paying the salaries and incidental expenses of the Chinese service, with very few returning to China, for which, of course, the larger amount of the fund is used.

Now, if we should have a large deportation this next month, of course that would increase the monthly expenditures. But when I made the estimate for this year, taking the work of last year and anticipating that the laws would be enforced as they have been in the past so far as the keeping out of the excluded classes and the returning of those found in the country unlawfully here is concerned, I thought that with an appropriation of \$500,000 we would be safe, and of course have something left over at the end of the year.

Now, the difference in the expenditures between the corresponding months of this year and those of the previous year is shown by this exhibit. [Reads:]

*Comparative statement of expenditures from appropriation "Enforcement of the Chinese-exclusion act," during periods July, 1904, to February, 1905, and July, 1905, to February, 1906.*

July, 1904	\$35,281.82	
August, 1904	40,308.81	
September, 1904	39,139.37	
October, 1904	37,311.50	
November, 1904	45,210.62	
December, 1904	44,428.26	
January, 1905	47,204.20	
February, 1905	62,609.10	
		\$351,493.68
July, 1905	31,740.08	
August, 1905	31,002.43	
September, 1905	34,581.39	
October, 1905	33,483.30	
November, 1905	32,577.44	
December, 1905	35,367.11	
January, 1906	36,050.01	
February, 1906	28,683.12	
		263,484.88
Difference		88,008.80

As you will see, February shows a good deal less expenditure in 1906 as compared with 1905, because we are returning few Chinese to China.

Mr. TAYLOR. That is, they are not violating the law as much as before?

Mr. SARGENT. No, sir; we were instructed not to make arrests of the Chinese found unlawfully in the country.

Mr. TAYLOR. The law is not enforced so rigidly?

Mr. SARGENT. We are not doing so active a business as we were a few months before.

Mr. SULLIVAN. From whom did you receive the instructions not to enforce the law?

Mr. SARGENT. I received the instructions from the head of my Department, the Secretary of the Department of Commerce and Labor. He said that during this agitation about the boycott in China he thought it would be unwise to make the arrests as we had been previously doing of Chinamen found unlawfully in this country, and of course I always obey instructions. We were expected under the law to take into custody those who had been here unlawfully, and that was what I was doing.

Mr. TAYLOR. I was in hopes that the vigorous execution of the law had enforced a respect for it on the part of the Chinese themselves.

Mr. SARGENT. I think a vigorous enforcement of the law has caused a great deal of dissatisfaction to be created among those who have in times gone by made a good deal of money by the lax enforcement of the law. If you will note the appropriations, I do not know but that some of you gentlemen were on the committee when I said, some years ago, that if you wanted the laws enforced you should give me the money and we would enforce them. We asked for the increase of the appropriation, and the next year we asked for a little more, until we finally got the amount up to \$600,000. Then I found that we had quite a margin left, and that is why this year I suggested \$100,000 less, with the belief that it was the desire of Congress to have the laws enforced. The large expenditure of money in the enforcement of the Chinese exclusion laws is incurred incident to the deportation to China of those who are unlawfully here.

Mr. TAYLOR. That is, of those who violated the law?

Mr. SARGENT. Yes.

The CHAIRMAN. The Government defrays the expense of deportation?

Mr. SARGENT. Yes, sir.

Mr. SMITH. What objection, Mr. Sargent, would there be, if any, to providing that this appropriation should be paid out of the head tax?

Mr. SARGENT. I do not think there would be any serious objection, providing you had sufficient head tax to meet it. But we must bear in mind that we have a very large service in immigration, which is very expensive, and while at the present time we have a good surplus on hand and our receipts are exceedingly heavy, owing to the large number of arrivals, yet if we should have a falling off in immigration our receipts would necessarily fall off, and there might come a time when we could not carry on the entire expense of the immigration service and the Chinese service out of the earnings of the head tax, and then we would be in a very awkward position, because we are not permitted, you know, to make any deficiency, and I would not have



one if I had anything to do with it. When I found I was coming up to the limit of the appropriation I would stop doing business.

Mr. SMITH. Is there any possibility of not doing business in the next fiscal year if this were paid out of the head tax? If no immigrants came in next year you would still have more money than you would need?

The CHAIRMAN. The surplus of the head tax is now \$1,266,000.

Mr. SARGENT. Where did you get your figures?

The CHAIRMAN. From the Secretary of the Treasury.

Mr. SMITH. Could there be any possible embarrassment for one year in doing that, and taking this question up with you every year, Mr. Sargent?

Mr. SARGENT. I would not say there would be. I do not know that there would. But I always like to have the satisfaction of knowing that there is plenty of money to carry on the business, as long as it is carried on economically, and we think we have been administering the Chinese-exclusion laws as economically as it has been possible to do it, and the same is true in connection with the immigration laws. No doubt, to-day, if you should decide to have the expenses of the enforcement of the Chinese laws paid out of the immigrant fund, we would have plenty of money.

Mr. SMITH. I think you misunderstood me. I did not propose to put a clause in here that the expenses of the Chinese-exclusion law should be paid out of the immigrant fund, but to provide what you ask for, and to provide for this year that it should be paid out of the immigration fund. If a new appropriation came up and there was not sufficient balance to pay for it, that limitation need not be put on. Is there any objection to us putting that on this year?

Mr. SARGENT. There is no objection to that on my part—no objection to what you gentlemen will do. You give me every year certain sums of money, and we expend certain sums, and on the basis of what you gave me last year we recommended that you give us \$100,000 less for the coming year. As to how that money shall be appropriated, I am wedded to no particular plan. The only thing I want to impress upon your minds is the immense business that is done in the immigration and in the Chinese-exclusion service. We must of necessity maintain a high degree of efficiency, and if we should have a famine in immigration of course our receipts would fall off.

The CHAIRMAN. Your expense would be materially reduced, would it not? Perhaps not in proportion?

Mr. SARGENT. To a certain extent, Mr. Chairman; but at all times we must keep up a complete service clear around the country, because you have always got to have your sentinels on guard.

The CHAIRMAN. I have a statement from the Secretary of the Treasury stating that on April 1, 1906, the surplus in your fund for regulating immigration was \$1,266,833.86.

Mr. SARGENT. Yes; I think we will have a little better showing at the end of this month. We have taken in a little over \$100,000 at one port during this last week; 55,000 people.

#### PAY FOR EXAMINATION OF IMMIGRANTS.

Mr. SMITH. There is another question I would like to ask you, but not on this item: You pay to the Marine-Hospital Service for their examination of immigrants, I believe?

Mr. SARGENT. We pay whatever expense is incurred by the Marine-Hospital Service out of the immigrant fund.

Mr. SMITH. Would there be any reason why it would not be wise to give them some amount out of that fund that would approximately correspond with the amount that they thus represent, and avoid all this keeping of separate accounts of their charges against you, and of having them wait for reimbursement and transact all that business? It has been suggested that for this year, for instance, at the rate per month you are now paying them, the reimbursements would come to about \$105,000, and probably next year it would be a little more, as it has been gradually rising. Would there be any objection, and would it not be economy of administration, to have them every year keep track themselves of what they spend for this service, and then allow them a gross sum out of your immigrant fund, payable annually, instead of having all these settlements to make between your two Bureaus?

Mr. SARGENT. I have always believed that all money paid out of a fund—for instance, a fund created like this is, for immigration purposes alone, should be used for no other purpose; that the responsible officer having charge of that fund should have the accounts properly presented and approved by him before the money leaves the Treasury or the fund. Of course, I can appreciate that there have been serious objections raised to our officers at these different ports of entry approving or O. K.'ing the marine-hospital surgeons' bills. They take some exception to their having to submit their accounts to the Commissioner of Immigration. For instance, in New York, where our largest expenditures are, we require that the Commissioner of Immigration shall O. K. every expenditure at that port, no matter what it is for. We think it is no more than right that we should do that. The Marine-Hospital Service has objected to the submitting of their accounts for the O. K.'ing or approval of the Commissioner who has charge of that service at Ellis Island. Why, I do not know.

Mr. SMITH. They do not make objection to us.

The CHAIRMAN. The only objection was to the delay in refunding the amount which they had to pay. They presented it this way to us: Out of their general appropriation for that service they pay to these surgeons who are employed in the Marine-Hospital Service all the bills contracted by them legitimately in the performance of their duties; then the amount thus paid out of their general appropriation must be presented to the Treasury Department and the immigration service, and that amount is refunded to them. They say that in refunding there is so much delay that it seriously embarrasses their administration on account of their not knowing exactly when they will have the amount that is due them. It is not available to meet the expenses of their service, and that is the reason for their objection.

Mr. SARGENT. Of course, if you gentlemen feel that it is safe to do that, and it is the proper thing to do, I am raising no objection.

The CHAIRMAN. Here is what occurred to me, at least, as a member of this committee: That inasmuch as these payments were statutory payments that would have to be made by the Marine-Hospital Service to the surgeons and made out of their regular appropriation, unless the amount thus paid out of the Marine-Hospital Service was promptly refunded, the Marine-Hospital Service would not readily know what amount they had available for expenditures in the carrying on of their

service; whereas, taking the experience of this year as a basis, where they are paying out of their regular appropriations \$105,000 for services performed for your Bureau, if next year they anticipated on the basis of increase the payment of at least \$110,000 out of their appropriation, instead of delaying the refunding of this money, as it has been delayed in the past, if we should provide that so much and \$110,000 of that amount be taken from the immigration fund and be credited to the Marine-Hospital Service, then they could go on and draw on that fund to that extent instead of drawing on their regular Marine-Hospital Service fund. It would obviate the necessity of all the work of supervising accounts, and so forth; and inasmuch as these payments are largely statutory, we fail to see where there would be any opportunity for the payment of exorbitant charges, or anything of that kind. Their accounts would have to be audited just the same as if audited out of their own appropriation. The question was whether it would not be better administration.

Mr. SMITH. We have to give them more money under appropriations, as they claim, under existing law, because when the end of the fiscal year comes they have not got these reimbursements back. It is a question with us whether, without injury to the service, we could cut down the appropriation.

Mr. SARGENT. Of course I am prepared to comply with any good business proposition. All I want to know is that every dollar of money that comes into our Bureau is accounted for and disbursed in accordance with law. We have our monthly records of expenditures, and at the close of every month, as soon as the returns come in, I make up my expense account, and show just exactly every dollar on hand and where every dollar has gone; and each month I hand such a financial statement to the head of the Department.

The CHAIRMAN. This would be merely a matter of bookkeeping. The Treasury Department would then credit the Marine-Hospital Service with \$110,000 from the immigration fund, out of which they would pay for all their services in this regard throughout the year. They would have no more. That would pay for the service which they render for the Immigration Bureau during that time.

Mr. SMITH. In other words, fix \$9,000 a month as the limit.

Mr. SARGENT. Suppose that \$9,000 did not meet the requirements of the service?

Mr. SMITH. They would have to do it anyhow.

Mr. SARGENT. Would they not be disposed to slight our service because they had got only \$9,000 a month?

The CHAIRMAN. They make an estimate of that on the basis of last year. Seventy-three thousand dollars is all the service amounted to during the last fiscal year.

Mr. SMITH. I think this ought to be readjusted each year, if it is done in accordance with what their books show they are actually paying out for you.

Mr. SARGENT. Whatever arrangement you make, do not provide any way whereby the Marine-Hospital Service, in connection with the duties devolved upon it in connection with the Immigration Bureau, can become independent of the Commissioner-General or the commissioner at the port, because the moment that is done we are going to have trouble. It must be fixed in some way that we may understand each other.

The CHAIRMAN. The law at the present time requires that they shall render that service.

Mr. SARGENT. Unless there is some understanding they will immediately try to be an independent service. That is to say, the Marine-Hospital Service, as you know, is independent of the Bureau of Immigration, and yet upon the Marine-Hospital Service we have got to depend, in passing upon the physical condition of aliens who come to this country, for the successful administration of the immigration laws. The Commissioner-General of Immigration must, of necessity, have some control over all employees connected with the immigration service. There can not be two bosses. You catch the point?

Mr. SMITH. Yes.

Mr. SARGENT. So far as the payment of the money is concerned, so far as the appropriations are concerned I am not particular about that; but when it comes to the matter of control of the service, you know that the Commissioner-General of Immigration and the commissioner at the port should have absolute control over the personnel and discipline of the service; that the Marine-Hospital Service should not be an independent branch of the service and allowed to do and act as they please.

The CHAIRMAN. Under present conditions, where do you get authority to call upon the Marine-Hospital Service?

Mr. SARGENT. By a regulation which has been adopted, and which is in effect in the regulations; that where they are assigned to our service they are subject to the orders of the Commissioner-General and of the commissioner at the port. See Bul. 26, page 8, Immigration Laws and Regulations.

The CHAIRMAN. If we made a provision for the payment of that service it would not affect the existing law or that regulation; it would remain just as it is.

Mr. SMITH. If we provided that they receive \$3,000 a month in lieu of reimbursement—

Mr. SARGENT. I understand you are going to set aside a certain amount of money for the use of the United States Marine-Hospital Service in connection with the immigration service—that is to say, to perform the medical duties of our service?

Mr. SMITH. No; our thought was this: To appropriate just what they said they thought they would need for the whole service, and provide that \$9,000 should be paid from the immigration fund per month.

The CHAIRMAN. It did not originate with those people?

Mr. SARGENT. I did not understand that it did. It has only been within the last few months that we settled this proposition required by the Auditor, which provided that their accounts must be approved by our officer before they could be passed. We had a controversy over it, and it was finally approved by the Secretary. They had objections to it. All I want is to have a thorough understanding. There is a different method of accounting in the two Departments—Treasury and Commerce and Labor.

The CHAIRMAN. This is all designed to reduce instead of causing friction?

Mr. SARGENT. Time will develop that.

The CHAIRMAN. You would be setting aside from your fund at the beginning of the fiscal year \$110,000 to pay for services which you

have the right to call upon the Marine-Hospital Service to render. If they do not render service to that amount of course it remains in your fund.

Mr. SMITH. Not under the language we talked about.

Mr. SARGENT. Who is going to fix the salaries of the surgeons who are assigned to the United States immigration service?

The CHAIRMAN. Just as they are fixed now. The Surgeon-General fixes them now.

Mr. SARGENT. He does, upon the recommendation of the head of the immigration service. We have to pay the bills, you know, so that we always have something to say about what they shall get. But under this proposed plan which you suggest we would be freed from that.

The CHAIRMAN. Who fixes the salaries now?

Mr. SARGENT. I recommend them to the Surgeon-General for those that are in our service. We are paying for it.

The CHAIRMAN. You fix the compensation of the officers of the Marine-Hospital Service who are employed in doing the work incident to the immigration service?

Mr. SARGENT. We make the recommendations to the Surgeon-General as to what we think they ought to pay.

The CHAIRMAN. Are these salaries of surgeons employed in connection with the immigration service higher or lower than those of surgeons employed generally in the Marine-Hospital Service proper?

Mr. SARGENT. I can not answer that question, my dear sir. I know when a Marine-Hospital Service surgeon in the service of the Bureau of Immigration thinks he ought to get a little more money he generally finds me and talks to me, and if I think he ought to have it I do not fail to suggest it to the Surgeon-General, and, as a general rule, my suggestions are quite generally considered.

The CHAIRMAN. The Surgeon-General acts upon your recommendation?

Mr. SARGENT. He does where it applies to our service. For instance, I had a case this morning where a recommendation was made by one of our officers to increase a surgeon, and I approved the recommendation to the Surgeon-General. But if this arrangement which you suggest is considered best by you, all right. I am not opposing it in any way. I am merely setting forth my views, based upon our experience in the service.

CLAIMS OF HENRY JOHN WRIGHT, M'KAY STEAMSHIP LINE, AND OSCAR KLOCKER.

(See also page —.)

Mr. SMITH. Look at those items on page 116, Mr. Sargent.

Mr. SARGENT. That first was where evidence was given by an alien, where the Department of Justice convicted a person of violation of the law and the man who gave evidence is allowed, as I believe, under some regulation, a certain percentage of that fine. This is to give him that sum.

Mr. SMITH. Of whom should we inquire as to this? Is it under you or the Department of Justice?

Mr. SARGENT. The Department of Justice. This Key West case was an erroneous collection of a fine under section 15, act of March 3, 1903. It was covered into the Treasury, and could not be returned

except by Congress. There is no question about the justice of the claim by the company, and we are asking authority to refund that money.

The same thing applies to the case of Mr. Klocker, the British vice-consul. We had two or three claims like that last year. It is money turned into the Treasury, and it can only be returned by act of Congress. There is no question but that it was erroneously collected. Their claims are justified. Of course, there is a provision now which permits of our returning the money. At the time these claims were created there was no such provision.

Mr. SULLIVAN. There is a provision now which permits you to return it?

Mr. SARGENT. Yes; but not after it has been covered into the Treasury. This came about and was paid in. We had no means of remitting it at the time.

Mr. SULLIVAN. Are you likely to discover these errors now before the money is paid into the Treasury?

Mr. SARGENT. Yes.

## DEPARTMENT OF THE INTERIOR.

### REPAIR OF BUILDINGS.

#### STATEMENT OF MR. EDWARD M. DAWSON, CHIEF CLERK, AND MR. WILLIAM B. ACKER, CHIEF OF PATENTS AND MISCELLANEOUS DIVISION, DEPARTMENT OF THE INTERIOR.

The CHAIRMAN. You are chief clerk of the Department of the Interior, Mr. Dawson?

Mr. DAWSON. Yes, sir.

The CHAIRMAN. You have under your jurisdiction and supervision the repairs to public buildings of the Interior Department?

Mr. DAWSON. Yes, sir; I am superintendent of buildings of the Interior Department.

The CHAIRMAN. Superintendent of all the buildings in the city of Washington?

Mr. DAWSON. Yes, sir; of the Interior Department.

The CHAIRMAN. I see your estimate under the head of repairs to buildings, Interior Department, for the coming fiscal year is the same as the current appropriation.

Mr. DAWSON. We found that that is about the amount required to carry us through.

The CHAIRMAN. Are there any specific repairs that you have in contemplation that will consume the appropriation?

Mr. DAWSON. The estimate is for ordinary, general repairs of the Patent Office building, the old Post-Office building occupied by the General Land Office and Indian Office, and the Pension building—three large buildings. The repairs to those buildings have to be paid for out of this appropriation.

The CHAIRMAN. Do you pay out of this appropriation the regular force of men that you keep constantly employed in the making of these repairs, or do you employ them temporarily?

Mr. DAWSON. Only temporarily, excepting four men who are regularly employed. There is one man whose time is occupied in repair-

ing the roofs of buildings. Another man is employed as plasterer, bricklayer, and tile setter, he being one of those men who can do most anything in that line. Another is a carpenter, and the fourth one is a helper to the mechanics.

The CHAIRMAN. That is the only permanent force you have?

Mr. DAWSON. They are the only ones carried regularly and paid from that appropriation.

The CHAIRMAN. The next item is for preservation and repairs of steam heating and electric-lighting plants and elevators, buildings, \$5,000, which is your current appropriation?

Mr. DAWSON. Yes, sir. Out of that we pay, as indicated, for maintenance of the heating and lighting apparatus. We light the old Post-Office Department building, the Patent Office building, and the Pension building from our lighting plant, which is located in the old Post-Office building, and we heat the old Post-Office building and the Patent Office building from the same plant.

The CHAIRMAN. This item is only for repairs.

Mr. DAWSON. Maintenance and repair of the heating and lighting apparatus.

The CHAIRMAN. How many men have you employed in that service?

Mr. DAWSON. None payable out of this fund. They are all in the legislative bill, engineers and firemen.

The CHAIRMAN. You have an appropriation here of \$5,000. Is that for material, or how much of it is for labor?

Mr. DAWSON. Some of the repairs we put out by contract. We get informal bids if our own force can not do the work. The appropriation covers expense of both material and labor.

The CHAIRMAN. Have you had this appropriation of \$5,000 for this purpose any year prior to the current fiscal year?

Mr. DAWSON. Yes, sir; last year.

The CHAIRMAN. That is, the current fiscal year?

Mr. DAWSON. Yes, sir; and the year before, ending June 30, 1905.

The CHAIRMAN. Are you sure you had it for the fiscal year 1905?

Mr. DAWSON. Quite sure.

Mr. SMITH. Up to the time you got this appropriation, whether it was a year or two years ago, you paid this amount out of the previous items, did you not?

Mr. DAWSON. We installed this plant only about four years ago, and up to that time it had not required any material repairs.

Mr. SMITH. You must have had some plant for heating and lighting.

Mr. DAWSON. We had a small plant in the Patent Office building, electric lighting plant; we had gas in the other buildings, the Pension building and the old Post-Office building. And the maintenance of that small plant was paid for out of the appropriation for repairs of buildings.

Mr. SMITH. This record shows that you only had one appropriation of \$5,000 under this head, namely, for the year ending June 30, 1905.

Mr. DAWSON. I am quite sure we had it the year before, but I may be mistaken.

Mr. SMITH. Of course the record may be wrong, but this is the record made up for us. Was there a showing made when you got

this first item of a rather unusual condition there in the way of lack of repairs?

Mr. DAWSON. Only the additional heating and lighting apparatus had been put in at large expense, costing nearly \$200,000. That was an additional charge on the appropriation for repairs to buildings, and we asked for this appropriation of \$5,000 for that specific purpose.

Mr. SMITH. This was then in reality practically an increase of this amount under the first heading?

Mr. DAWSON. We would just as leave have it under one heading of repairs of buildings, but under the decision of the Comptroller we can not pay for repairs of buildings and repairs of heating and lighting apparatus out of one fund, if we have this special appropriation for the latter purpose.

Mr. SMITH. Is this apparatus in as bad condition as it was a year ago; do you need every year a permanent and standing item?

Mr. DAWSON. We ought to have. A plant like that needs constant attention for repairs to keep it going. I will say we only have now in the last item, \$38 left on the 21st of April.

Mr. SMITH. Of course that might be true, as this was the first year you had it, and yet you might not need it every year.

Mr. DAWSON. I think the depreciation of the plant would make it just as necessary next year as this year. Considerable of that money is needed to keep the elevators going. It is very expensive to provide steel ropes for elevators. We run no risk of breaks, and if a rope gets stranded we put a new one in.

The CHAIRMAN. The life of a steel rope or cable is a number of years, is it not?

Mr. DAWSON. Oh, no; a number of months only. Of course, it depends upon the use of the elevator.

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MONDAY, April 30, 1906.

## EXPENSES OF THE COLLECTION OF REVENUE FROM SALES OF PUBLIC LANDS.

### STATEMENT OF MR. W. A. RICHARDS, COMMISSIONER, GENERAL LAND OFFICE.

The CHAIRMAN. Mr. Commissioner, you are the Commissioner of the General Land Office?

Mr. RICHARDS. Yes, sir.

The CHAIRMAN. The committee would like some information concerning the estimates of your department.

#### SALARIES AND COMMISSIONS OF REGISTERS AND RECEIVERS.

The first item on page 123 of the bill before you is for salaries and commissions of registers and receivers, \$573,000 for the next fiscal year. In view of your recommendation and report, which I take it is the basis of the recommendation of the President in his annual



message for the abolition of the office of receivers of the district land offices, will you state to the committee just what the work of receivers and registers of the land offices is, so that we may get an idea of what their duties are?

Mr. RICHARDS. Mr. Chairman, in this report, where that matter is treated of, it is fully explained, and I do not know that I could do any better than to quote from that.

The CHAIRMAN. You can do that, Mr. Richards, in your own way. The committee would like to know and have in the record here your statement as to their duties, so that we may determine and act upon the recommendation you make with respect to the abolition of the office of receivers.

Mr. RICHARDS. In the first instance, only a register was appointed in the beginning of our land business.

The CHAIRMAN. When was that done, and how long did that continue?

Mr. RICHARDS. The office of receiver of public moneys was created by the act of May 10, 1800 (2 Stat. L., 73), whereby four land offices were established, each to be under the direction of an officer to be called a "register of the land office." Certain lands were, by the terms of the act, to be sold, and all the payments therefor were to be made either to the Treasurer of the United States or to such person or officer as should be appointed by the President of the United States, with the advice and consent of the Senate, receiver of public moneys.

By that act the duties of receivers were, generally speaking, to receive and receipt for moneys paid for the purchase of lands and duly pay over and account for the same. Subsequently, as other land offices were created, the several acts establishing the same made the same provisions for the appointment of a register and receiver at each, and this is a requirement of the law as it now stands. (See R. S., sec. 2234.)

The apparent object in appointing receivers was, perhaps, mainly for the convenience of purchasers of public lands, who were thereby relieved of the necessity of making payments directly to the Treasurer of the United States, and given an officer to whom, and a place where, payments in purchase of lands might be made with a minimum of inconvenience. In those days the transmission of money from the frontier to the Treasury was attended with much trouble, cost, and danger of loss.

The duty of the register, as his name implies, was largely that of a recording officer.

Under the act referred to neither the register nor receiver was clothed with any judicial function, nor were they required to act jointly in any particular. The judicial or quasijudicial function appears to have been first conferred by the act of March 3, 1819, which provided that the register and receiver would hear testimony relative to mistakes and report the same with their opinion to the Treasurer of the United States.

By the act of May 24, 1824 (4 Stat. L., 31), the register and receiver, or either of them, might administer an oath.

By the act of May 29, 1830 (4 Stat. L., 420), proof of settlement and improvements should be made to the satisfaction of the register and receiver.

By the act of June 1, 1840 (5 Stat. L., 382), a preemptor was required to make satisfactory proof of his or her residence before the register and receiver.

By the act of September 4, 1841 (5 Stat. L., 456), questions as to the rights of preemption, arising between different settlers, were to be settled by the register and receiver, subject to appeal and revision by the Secretary of the Treasury, which appellate jurisdiction was transferred to the General Land Office by section 10 of the act of June 12, 1858 (11 Stat. L., 326).

The substance of the two last-mentioned acts is expressed in section 2273, Revised Statutes. Indeed, in every instance the judicial or quasi-judicial function has been conferred jointly upon the register and receiver, except where abandonment is, by the terms of section 2297, Revised Statutes, required to be proven to "the satisfaction of the register of the land office." Yet by the rules of practice, even in cases of abandonment, as in the trial of all other issues before the local office, both register and receiver must pass in judgment thereon. It is now firmly established that the office is one, while its body is dual. A vacancy in either office disqualifies the remaining incumbent for the performance of the duties of his own office.

From a consideration of the foregoing it appears that the duties of the receiver have been gradually extended from those of merely receiving and accounting for public moneys to those of an officer vested with judicial functions, joint and coordinate with that of the register.

It is believed that existing conditions are such as to warrant and suggest the abolition of the office of the receiver, and the vesting in the register of the functions now performed by the receiver, for the following reasons:

1. The volume of work now transacted and receipts of money at many, if not all, of the local offices is not such as to require the services of both officers.

The following table, covering all the land offices, shows the number of clerks, the number of entries, the total receipts, and the total expense of each office; and also shows the compensation of each receiver (the register and receiver each receive the same compensation) for the fiscal year ended June 30, 1905:

Land office.	Number of—		Total receipts.	Expense of maintaining office.	Compensation of receivers.
	Clerks.	Entries.			
Huntsville, Ala.		637	\$5,532.05	\$3,421.54	\$1,257.69
Montgomery, Ala.	2	1,489	22,662.70	6,762.62	2,408.21
Juneau, Alaska		167	10,432.91	4,575.58	1,940.11
Prescott, Ariz.		776	17,264.80	4,043.96	1,734.79
Tucson, Ariz.	1	627	40,187.76	7,042.90	2,786.30
Camden, Ark.	2	1,806	35,022.91	8,526.09	3,000.00
Dardanelle, Ark.	1	851	15,465.12	4,759.73	1,999.54
Harrison, Ark.	2	2,302	44,427.08	8,767.37	3,000.00
Little Rock, Ark.	1	998	12,977.87	6,426.21	2,362.87
Eureka, Cal.	1	579	62,290.58	7,523.11	2,679.71
Independence, Cal.		124	7,661.83	2,181.64	985.66
Los Angeles, Cal.	2	3,465	46,876.10	9,612.50	3,000.00
Marysville, Cal.		200	12,409.74	2,968.32	1,297.10
Redding, Cal.	1	659	53,891.27	7,481.48	3,000.00
Sacramento, Cal.	1	350	24,951.99	5,489.75	2,214.34
San Francisco, Cal.	2	1,003	32,541.08	8,248.48	3,000.00
Stockton, Cal.		523	17,403.52	4,863.10	2,418.59
Susanville, Cal.	1	1,663	266,367.23	7,804.18	3,000.00
Visalia, Cal.		349	21,156.70	4,302.68	1,916.54
Akron, Colo.		287	4,999.83	2,953.04	1,318.60
Del Norte, Colo.		237	8,464.57	2,633.48	1,178.15
Denver, Colo.	2	1,840	98,726.55	9,120.01	3,000.00

Land office.	Number of—		Total receipts.	Expense of maintaining office.	Compensation of receivers.
	Clerks.	Entries.			
Ourango, Colo.	1	687	\$28,349.88	\$7,185.38	\$2,703.10
Glenwood, Colo.	1	1,057	107,577.73	5,476.81	3,000.02
Gunnison, Colo.		201	5,607.95	2,422.28	1,134.78
Hugo, Colo.		441	8,350.16	4,950.92	2,356.65
Lamar, Colo.		190	4,016.67	3,019.55	1,135.28
Leadville, Colo.		203	12,180.03	3,588.96	1,200.67
Montrose, Colo.	1	647	10,902.45	6,546.10	2,380.94
Pueblo, Colo.	4	1,301	70,400.17	10,902.53	3,000.00
Sterling, Colo.		259	5,504.01	8,312.01	1,387.75
Gainesville, Fla.	4	2,936	77,076.73	11,064.00	3,000.00
Blackfoot, Idaho	2	1,592	53,406.71	8,536.48	3,000.00
Boise, Idaho.	3	1,913	120,357.90	9,627.42	3,000.00
Ober d'Alene, Idaho	1	961	110,984.50	8,939.79	3,000.00
Hailey, Idaho.	1	1,542	30,244.90	6,627.86	2,940.82
Lewiston, Idaho.	2	1,684	109,942.34	9,829.52	3,000.00
Des Moines, Iowa		4	719.25	1,586.22	747.81
Colby, Kans.	1	610	9,670.28	5,620.27	2,114.64
Dodge City, Kans.	3	1,298	22,998.30	8,020.67	2,833.28
Topeka, Kans.		47	1,322.50	1,382.17	658.13
Wakeeney, Kans.		439	8,058.70	3,835.69	1,552.85
Natchitoches, La.	1	764	28,713.63	5,853.90	2,249.73
New Orleans, La.	8	1,457	41,592.83	9,221.55	3,000.00
Marquette, Mich.	2	822	42,569.23	8,269.81	2,984.28
Cass Lake, Minn.	2	1,358	68,599.18	9,102.82	3,000.00
Cookston, Minn.	2	2,581	46,602.18	9,171.35	3,000.00
Duluth, Minn.	2	2,995	248,680.02	11,273.94	3,000.00
St. Cloud, Minn.	1	718	14,147.06	5,332.08	2,012.02
Jackson, Miss.	3	1,786	32,342.31	8,718.17	2,806.76
Boonville, Mo.		469	12,602.46	2,759.13	1,194.96
Imonton, Mo.		489	9,485.66	2,620.40	1,209.69
Springfield, Mo.	2	817	15,356.28	4,912.67	1,794.90
Bueman, Mont.	2	1,749	48,625.20	8,591.62	3,000.00
Greatfalls, Mont.	2	2,177	112,583.74	9,060.15	3,000.00
Helena, Mont.	2	1,406	64,013.31	8,446.86	3,000.00
Kalspell, Mont.	1	801	41,765.92	7,416.95	2,985.75
Lewistown, Mont.	1	1,141	73,797.98	7,933.37	3,000.00
Miles City, Mont.	1	1,703	20,551.70	7,342.43	3,000.00
Mission, Mont.	1	1,126	38,577.97	8,624.18	3,000.00
Alliance, Mont.	1	3,751	53,682.75	9,146.39	3,000.00
Broken Bow, Nebr.	1	1,886	27,437.21	7,775.94	3,000.00
Lincoln, Nebr.		280	6,282.18	2,416.23	1,105.04
McCook, Nebr.		538	9,390.07	3,013.78	1,357.89
North Platte, Nebr.	1	1,302	22,808.81	7,715.34	3,000.00
O'Neill, Nebr.	1	1,883	37,796.40	8,169.10	3,000.00
Snyder, Nebr.		666	10,048.55	4,992.34	2,053.23
Valentine, Nebr.	1	3,112	45,622.82	8,572.22	3,000.00
Carson City, Nev.	1	854	14,072.74	3,923.48	1,952.52
Dayton, N. Mex.	1	1,707	19,503.72	7,544.71	3,000.00
Las Cruces, N. Mex.		490	13,843.51	3,723.80	1,702.69
Rowell, N. Mex.	1	1,866	71,337.89	7,807.15	3,000.00
Santa Fe, N. Mex.	2	1,079	51,057.63	8,861.13	3,000.00
Bismarck, N. Dak.	5	3,764	136,958.50	11,774.37	3,000.00
Devils Lake, N. Dak.	4	4,058	182,708.37	10,963.29	3,000.00
Dickinson, N. Dak.	2	2,244	29,892.48	10,102.03	2,933.00
Fargo, N. Dak.		631	20,377.97	6,184.11	2,671.80
Grand Forks, N. Dak.		481	14,765.19	8,336.88	1,450.50
Minot, N. Dak.	8	8,770	481,433.81	14,351.26	3,000.00
Alva, Okla.	1	1,061	22,896.34	7,083.07	2,978.08
Ereno, Okla.	2	1,225	91,117.64	10,678.52	3,000.00
Guthrie, Okla.	2	837	13,028.57	8,460.25	3,000.00
Kingfisher, Okla.	2	2,139	39,848.65	8,961.72	3,000.00
Lawton, Okla.	2	1,101	169,178.71	10,250.95	3,000.00
Mangum, Okla.	2	2,128	66,069.15	8,675.48	3,000.00
Woodward, Okla.	5	4,850	123,573.97	13,069.40	2,654.50
Burns, Oreg.		591	26,833.06	4,583.30	1,974.63
Lagrande, Oreg.	3	1,970	150,756.48	10,159.86	3,000.00
Lakewide, Oreg.	1	868	112,404.75	8,204.00	3,000.00
Oregon City, Oreg.	2	809	84,419.79	8,558.57	3,000.00
Roseburg, Oreg.	3	1,041	131,653.89	8,436.08	2,234.00
The Dalles, Oreg.	4	2,715	158,391.05	10,662.47	3,000.00
Abbeyside, S. Dak.	1	744	31,225.58	6,035.83	2,324.80
Chamberlain, S. Dak.	3	5,062	90,749.30	10,238.45	3,000.00
Huron, S. Dak.		564	29,312.14	5,134.52	1,915.58
Mitchell, S. Dak.		437	13,110.77	3,435.98	1,424.73
Pierre, S. Dak.	2	1,294	26,926.14	8,873.77	2,842.52
Rapid City, S. Dak.	2	1,418	48,560.27	9,275.98	3,000.07
Watertown, S. Dak.		479	11,686.07	5,537.42	2,203.40
Salt Lake, Utah	2	1,661	86,066.58	10,624.24	3,000.00
Vernal, Utah	1				
North Yakima, Wash.	1	635	27,457.78	7,452.19	3,000.00
Olympia, Wash.		305	34,344.32	5,636.29	2,072.83
Seattle, Wash.	2	781	88,979.04	9,275.73	3,000.00
Spokane, Wash.	2	1,429	68,847.58	9,634.80	3,000.00
Vancouver, Wash.	2	1,403	109,976.74	8,999.00	3,000.00

Land office.	Number of—		Total receipts.	Expense of maintaining office.	Compensation of receivers.
	Clerks.	Entries.			
Walla Walla, Wash .....	2	1,632	\$84,676.61	\$7,845.71	\$3,000.00
Waterville, Wash .....	2	2,069	89,761.87	8,783.88	3,000.00
Ashland, Wis .....		444	14,534.89	4,194.06	1,934.19
Eau Claire, Wis .....		560	8,444.18	4,294.39	1,574.35
Wausau, Wis .....		535	10,306.16	3,587.80	1,498.37
Buffalo, Wyo .....	1	932	58,360.97	7,687.68	3,000.00
Cheyenne, Wyo .....	2	933	43,601.38	8,578.30	3,000.00
Douglas, Wyo .....		538	26,760.15	5,681.44	2,071.84
Evanston, Wyo .....		508	46,861.11	5,871.07	2,303.14
Lander, Wyo .....		543	25,270.41	3,960.00	1,815.76
Sundance, Wyo .....	1	1,018	26,889.03	7,379.36	2,889.59
117 offices .....	154	149,284	6,136,376.76	815,415.86	285,835.22

Of the foregoing offices, the following have recently been abolished: Huntsville, Ala.; Prescott, Ariz.; Marysville, Cal.; Akron, Colo.; Wakeeney, Kans.; Booneville and Ironton, Mo.; McCook, Nebr., and Ashland and Eau Claire, Wis.

II. The existence of the dual responsibility is the occasion of frequent and chronic disagreement between the register and receiver, to the consequent prejudice of the local office, its conduct, and all who are affected thereby. Each charges the other with responsibility for any neglect or misfeasance which may be found to exist therein.

This friction develops at times into a recrimination and antagonism which precludes that prompt and cordial cooperation necessary to an effective administration of the joint duties of the dual office, and has been the cause of much complaint from the public affected and the expenditure of much time and labor by this office and its inspectors in the effort to compose such differences and harmonize the officers at issue, so as to restore them as a working unit to the condition of normal efficiency. It is obvious that a sole responsibility for the conduct of the local office would necessarily tend to a stimulation in the discharge of duty, consequent upon the certain knowledge on the part of the officer responsible that there could be no successful attempt on his part to evade the consequences of neglect or misfeasance by attributing it, as is now frequently done, to his joint associate. The entire clerical force of the office would be under one control and one influence. Exactness of method, certitude of information given out, uniformity of conduct, harmony of decision, and indisputable responsibility for error or misfeasance would take the place of the opposite conditions which are too often prevalent in the local offices.

III. The convenience of frequent access to and inspection of the local offices is now such as to enable this office to keep itself at all times reasonably informed of the method and efficiency of their conduct, as it could not do in former times, owing to the lack of railroads and telegraphic communication between this office and many of its subordinate officials and the absence of the thorough and efficient system of frequent inspection now in force.

The absence of the present system and facilities for communication and inspection may have been one reason which suggested, in the creation of the land offices, the desirability of having two officers who would operate as a check each upon the other. That necessity, for the reasons just stated, no longer exists.

IV. We are now brought to the consideration of the receiver's function as a joint officer.

As hereinbefore pointed out, he is required to act with the register in the performance of every judicial or quasi-judicial function, and the death, removal, or disqualification of either the register or receiver disqualifies the other, and results in practically closing the office, a condition which often occurs.

Such a condition results in great inconvenience and injury to the public and to all those who have or desire to transact business at the local offices, and creates a congestion of business often difficult to work off. All such results as now ensue from the death, removal, resignation, or disqualification of the receiver would be avoided were the register clothed solely with the authority now jointly vested in both officers, and suitable provision made for the appointment of a chief clerk to act in the absence of the register.

V. It is believed that the relief from the undesirable conditions hereinbefore pointed out by the abolition of the office of receiver outweighs the problematical benefit ensuing from the exercise of his joint function with the register. It is not clear why he was so jointly vested. Be the reason what it may, now, when the principles which govern the due inception of claims made under the public-land laws are well established, and the local offices are under constant instruction and frequent inspection, and the right of appeal freely given with opportunity for its expeditious exercise and its prompt disposition, with every decision coming under the notice of this office closely scanned for the detection and correction of error therein, it is believed that the desirability for the continuance of the concurrent action by two officers, instead of one, is far less than the necessity for that increased efficiency and economy which may be accomplished by the abolition of the office of receiver.

VI. It is estimated that the abolition of the office of receiver of public moneys will result in a saving to the Government of over \$250,000 per annum.

The following table will show the compensation which has been paid to the several receivers of public moneys for each year for the past five years:

Fiscal year ended June 30—

1901 .....	\$292, 480. 56
1902 .....	300, 757. 38
1903 .....	296, 803. 79
1904 .....	295, 339. 32
1905 .....	285, 835. 22

Total for the past five years..... 1, 471, 216. 57

At the present time the following duplicate records are kept in all local land offices, viz: Register of mineral receipts; register of homestead receipts; register of final homestead receipts; register of final receipts, desert lands; register of cash receipts, in which is also kept account of coal-land receipts; homestead contest docket.

The apparent reason for keeping these duplicate sets of records is for the purpose of having one officer a check upon the other. But under the present method of handling business in local land offices there is little danger of defalcation or misappropriation of funds, as the General Land Office keeps a record of all disposals of public land and requires the local offices to properly and promptly account for the moneys they should receive therefor. Therefore if the office of receiver

were abolished the practice of keeping duplicate sets of books would be discontinued and a great saving made in clerical labor in the local land offices, which, it is believed, would offset the loss of the services of the various receivers. There would also be a consequent saving of the cost of furnishing all such duplicate books or records.

After careful consideration of the matter, it is my opinion that should the office of receiver be abolished, with the consequent keeping of the aforementioned records and general simplifying of the work, there would be no necessity for an increase in the clerical force in the various offices where clerks are now employed. It would undoubtedly be necessary to place a clerk in each of the 25 offices where none are now employed, and this would require an increase of \$25,000 in the appropriation for contingent expenses of land offices.

Mr. SMITH. Was it contemplated to raise the salary of the register at all if the office of receiver was abolished?

Mr. RICHARDS. No, not in the maximum offices. A maximum office is one in which the fees and commissions make a salary of \$3,000 to each one of the officers. In such cases they receive no salary in addition to that. The only cases in which the abolition of the office of the receiver would increase the salary of the register under my recommendation here would be in a case where neither officer received at the present time \$3,000. For instance, if they received \$2,500 each, the recommendation is that the register receive the fee until they amount to \$3,000, so that in that event the saving on that particular office would be \$2,000 instead of \$2,500. That has been taken into account.

Mr. SMITH. How much would need to be appropriated under this item if we struck out "receivers" and put in a clause requiring registers to perform all functions of receivers?

Mr. RICHARDS. The estimate here for salaries and commissions of registers and receivers is \$573,000. If the office of receiver should be abolished the item should then be reduced to \$295,000, and the difference between \$573,000 and \$295,000 would be saved.

Mr. TAYLOR. The difference is \$278,000, is it not?

Mr. RICHARDS. That would be the reduction that would be made at that point. Then it is contemplated that there should be a clerk or chief clerk, who would be styled a deputy to the register, and he would have authority to act in the absence or sickness of the register. Now, there are some offices in which there are no clerks at all, and in those offices, when the receiver is removed, it would be necessary to put in a clerk, so that it would require an appropriation of \$25,000 on some other bill, or in some other place, so that it would not be a saving of \$278,000, but about \$250,000.

Mr. SMITH. So that you ought to add \$25,000 to the very next item, which is for clerk hire, rent, and so forth, in the district land offices?

Mr. RICHARDS. Yes, sir.

Mr. SULLIVAN. These men are to act as deputies, as I understand it?

The CHAIRMAN. Yes, and must be clothed with power to act in the absence of the register. Is the register a bonded officer?

Mr. RICHARDS. Yes, sir.

The CHAIRMAN. Being familiar with the administration of the land laws and these offices, will you kindly prepare a substitute for this paragraph, and so change the next paragraph on page 124 as to provide for only the office of register? There will have to be some

changes made with respect to that office, I suppose, if this change is made.

Mr. RICHARDS. I shall be glad to do that, Mr. Chairman.

Mr. SMITH. You have no power under existing law to appoint a deputy or acting register?

Mr. RICHARDS. Not at all. That is one of the great inconveniences in the land offices. If one of the officers is sick or absent the office can do nothing. It is absolutely closed up, so far as doing an official act is concerned. It can receive papers and hold them, but it can take no action upon them. It requires the joint action of both register and receiver.

The CHAIRMAN. If this change were made, would it injure in any way the service of the General Land Office or these local land offices?

Mr. RICHARDS. I can not conceive how it could.

The CHAIRMAN. Will it in any way inconvenience the people who are contemplating the purchase of land from the Government at these local land offices?

Mr. RICHARDS. I do not see how it could.

The CHAIRMAN. Would there be any likelihood of there being more work for the General Land Office resulting from the decisions of the register alone than is now done by reason of the joint judgment of the two officers?

Mr. RICHARDS. That could not be possible, because we review every act of the local office anyway.

The CHAIRMAN. Every act of these local offices?

Mr. RICHARDS. Yes, in regard to anything like a contest, or anything that they would have to pass a joint decision upon.

The CHAIRMAN. Would it tend to increase the number of contests, do you think?

Mr. RICHARDS. I do not see how it could.

The CHAIRMAN. In your judgment would it then tend to improve the public service in these local land offices and your Office, in addition to the saving that it would result in?

Mr. RICHARDS. I have no doubt of it.

The CHAIRMAN. You have not?

Mr. RICHARDS. No, sir.

The CHAIRMAN. The tendency would be to increase the efficiency of the service by this action?

Mr. RICHARDS. Yes, sir. That is one of the very strong reasons in favor of it in our Office.

The CHAIRMAN. State to the committee briefly how that would be accomplished.

Mr. RICHARDS. I can do that best by referring to the statement read from my annual report, which was prepared with a great deal of care.

#### CONTINGENT EXPENSES OF LAND OFFICES.

(See also p. 434.)

The CHAIRMAN. Now, in that event, Mr. Commissioner, on page 124 the next item as you will see is for contingent expenses of land offices. Does that carry the expenses for clerk hire in the local offices—clerk hire, rent, and other incidental expenses?

Mr. RICHARDS. Yes, sir.

The CHAIRMAN. Would you reduce the clerical force to any extent?

Mr. RICHARDS. No; that force has to be increased a little.

The CHAIRMAN. I understood from the reading of your report, there, that with the abolition of the office of receiver the necessity for keeping a duplicate set of books and entries would result in decreased necessity for clerical force in the offices.

Mr. RICHARDS. No; that just about represents the amount of work that the receiver does in that or some other connection.

Mr. TAYLOR. The register would require the same clerical force that the register and receiver now require—

Mr. SMITH. And some additional—

Mr. TAYLOR. And some additional in the matter of giving special authority as deputy register?

Mr. RICHARDS. Yes. The only difference would be to put a clerk in an office where there is no clerk now; where there is only a register and receiver. But in order to have a deputy register there should be one clerk, who in an office of that size could be hired for a thousand dollars a year, because in an office that does not have a clerk now it would not be of sufficient importance to hire more than one clerk, and he would not be a high-priced clerk.

Now, there is one thing that I would like to suggest here, whether this action is taken or not. The estimate submitted is \$573,000. That can be reduced to \$565,000 in any event, owing to a number of offices having been abolished since the estimate was prepared. If there is nothing done about the receiver that can be done, anyway.

The CHAIRMAN. Reduced to \$565,000?

Mr. RICHARDS. Yes; it can be reduced to \$565,000. If I understand you, Mr. Chairman, you would like to have me submit whatever changes are necessary if this should be done?

The CHAIRMAN. Yes; I would like to have you prepare the necessary language, on the theory of this change being recommended to the House by the committee. You will see on page 123 of the bill that the first paragraph provides for the salaries and commissions of registers and receivers.

If we do it we will simply provide for the salaries and commissions of the registers, and put a proviso on this next paragraph to the effect that there should be a clerk with authority to act as deputy register; and we would have to put a proviso on this first paragraph also, if by reason of this change the register will have to perform the duties which he does not now perform.

Mr. RICHARDS. You would like to have whatever new legislation is necessary embodied in this bill?

The CHAIRMAN. Yes; not to put it all in one paragraph, but to put it in two.

#### EXPENSES OF DEPOSITING PUBLIC MONEYS.

The next item is expenses of depositing public moneys, on page 125 of the bill. Your estimate for the next fiscal year is the same as your current appropriation, \$3,000. What do these expenses consist of, Mr. Commissioner?

Mr. RICHARDS. The receipts of the local land offices in towns where there are no United States depositories are sent to designated depositories, under contract with the express company. The Treasury



Department requires that actual money shall be deposited. They do not allow checks or drafts or anything of the kind. They have to use money, and this is simply to pay the express charges.

The CHAIRMAN. This \$3,000 is to pay the express charges?

Mr. RICHARDS. Yes, sir. It would be necessary either to pay the express charges or to require the receiver to make a journey in person to the town where the depository was and deposit the money there.

The CHAIRMAN. This is to pay express charges and transport the money from the place where the land office is located to the Government depository?

Mr. RICHARDS. Yes. The rates allowed to the United States Express Company, with which all this business is done east of the Rocky Mountains, are these: They take gold for 50 cents a thousand, silver for a dollar a thousand, and currency from 20 cents to a dollar per thousand.

Mr. TAYLOR. What saving could be made, Governor, if it was done by bank exchange?

Mr. RICHARDS. Just this \$3,000.

Mr. TAYLOR. Why should not that be done?

Mr. RICHARDS. That is a question. You would have to ask the Treasury Department about that.

Mr. TAYLOR. You do not see any reason?

Mr. RICHARDS. It is a question of safety. If this was not done, it would be necessary in many cases to use drafts taken from banks which are not United States depositories, or possibly a bank that was not a national bank, or a check, with the danger incident to that.

The CHAIRMAN. Are those amounts very large?

Mr. RICHARDS. They are generally in excess of a thousand dollars. The receiver is allowed to retain money until it amounts to a thousand dollars. He can be personally responsible for that much. After that, or over that, he has to deposit it. He has to deposit it at certain intervals anyway, and he can not retain more than a thousand dollars.

Mr. TAYLOR. Where is he authorized to deposit it—only in a national depository?

Mr. RICHARDS. Yes; only in Government depositories.

Mr. TAYLOR. Where there is no Government depository, what does he do?

The CHAIRMAN. He sends it to one. That is what this is for. If he got a thousand dollars and were allowed to go to a local bank and buy a draft there would be no necessity for this?

Mr. RICHARDS. No; but if the local bank should happen to fail in the meantime the Government would be out a thousand dollars, or would have to prorate with the rest of the creditors of the bank. It is a question of safety.

The CHAIRMAN. How would it do to send it by registered mail to the depository?

Mr. RICHARDS. If somebody stole it we would be that much out.

The CHAIRMAN. Could you not insure it? The banks transmit their money that way.

Mr. RICHARDS. These questions you will have to discuss with the Treasury Department.

Mr. SULLIVAN. Why could we not give the Government a lien on the assets of the bank?

Mr. RICHARDS. The receiver does his business with the Treasury of the United States mostly—that is, as far as his money is concerned. He has to satisfy them.

Mr. SULLIVAN. May I ask you how much these remittances sent to depositories would average in a year?

Mr. RICHARDS. It takes about all of this \$3,000 to pay for it. Of course we can not tell exactly. In a great many places where there are large land offices there is a national depository in those towns.

Mr. SMITH. Why is there this variance of from 20 cents to \$1 a thousand for currency?

Mr. RICHARDS. It depends on locality. I know of several localities where I would not like to transmit money for a dollar a thousand, while in other places I would take it for 20 cents a thousand. Take, for instance, Vernal, in Utah, about 120 miles from the railroad.

The CHAIRMAN. Is it carried in stages?

Mr. RICHARDS. Yes; and I would not like to take money out there. 120 miles, for a dollar per thousand.

Mr. SMITH. I notice you say the rate is 50 cents on gold and a dollar on silver, and a dollar on paper; which is least bulky?

Mr. RICHARDS. I do not pretend to say why that difference is made. This is a contract made by the Treasury Department with the express company.

#### PROTECTING PUBLIC LANDS, ETC.

The CHAIRMAN. The next item is "Depredations on public timber, protecting public lands, and settlement of claims for swamp land and swamp-land indemnity: To meet the expenses of protecting timber on the public lands, and for the more efficient execution of the law and rules relating to the cutting thereof; of protecting public lands from illegal and fraudulent entry or appropriation, and of adjusting claims for swamp lands, and indemnity for swamp lands, \$250,000."

Did you have any balance left over from that fund for the fiscal year 1905, when the appropriation was the same as the current appropriation, and the same as you estimate for the next fiscal year?

Mr. RICHARDS. I think not, Mr. Chairman, I can speak with a good deal of positiveness about the appropriation for 1906, because we have had to furlough a number of our agents in order to keep within the bounds of the appropriation.

Mr. TAYLOR. The depredations do not seem to diminish at all, do they?

Mr. RICHARDS. Oh, yes, sir; I think they do.

The CHAIRMAN. How many agents have you employed under this item?

Mr. RICHARDS. Seventy-six.

The CHAIRMAN. What is their average compensation?

Mr. RICHARDS. The average cost of the agents to the Government is \$3,000.

The CHAIRMAN. That includes what?

Mr. RICHARDS. That includes their salary, their per diem in lieu of subsistence, and their railroad transportation.

The CHAIRMAN. The average expense of an agent is \$3,000 annually?

Mr. RICHARDS. Yes, sir; their salary and all their expenses.

The CHAIRMAN. What other expenses are paid out of this appropriation except the salary and traveling expenses and subsistence of agents?

Mr. RICHARDS. I do not recall any, unless it might be this: It might be necessary for the special agent to hire certain assistants.

The CHAIRMAN. Is any part of this money expended in payment of witness fees in the trial of contests?

Mr. RICHARDS. No, sir.

The CHAIRMAN. In these cases that are prosecuted by your department, the evidence against the party having been collected by your department, do you defray the expenses of witnesses out of any of your appropriations, or does the Department of Justice pay all the expenses of witnesses?

Mr. RICHARDS. The Department of Justice does that.

Mr. SMITH. Are any of the Treasury Department Secret Service men employed under this fund?

Mr. RICHARDS. There are men who have been obtained from the Secret Service and are employed and paid out of this fund; but they are borrowed, you might say, from that service. Their pay is stopped in that service and they are paid in our service.

Mr. SMITH. How many men, about, in a year do you have from the Secret Service in that way, Governor?

Mr. RICHARDS. We never had any until this Oregon trouble came up. Then there was one man obtained from the Secret Service.

Mr. SMITH. That one man is all you have ever had?

Mr. RICHARDS. Yes, sir. Those cases seemed to be so badly involved that we had no men, no special agents, that possessed just the right qualifications to ferret the matter out. Mr. Wilkie was called on to furnish us a man who had the proper qualifications, and he did so. That man is employed yet, and so far as I know there is no other man out of the Secret Service. This man has been allowed, however, to employ men to assist him, but they have not been men who are in the Secret Service.

The CHAIRMAN. They are men connected with detective agencies outside?

Mr. RICHARDS. No; I do not think they were connected with agencies. They were men he knew, and he thought they were competent to perform the service he wanted performed.

Mr. TAYLOR. Was the man competent, and did he accomplish the service?

Mr. RICHARDS. Yes; he accomplished the service he was employed to do.

The CHAIRMAN. Prior to the appointment of this man, the Department has never employed Secret Service men in connection with depredations?

Mr. RICHARDS. Not that I know of. These investigations have been made through the Secretary's Office, and this man from the Secret Service reports to the Secretary and not to my Office. I have had no connection whatever with his investigations. All we do is to pay the bills.

Mr. SMITH. It is paid out of this appropriation, is it, Governor?

Mr. RICHARDS. Yes, sir.

Mr. SMITH. And the help he had?

Mr. RICHARDS. Yes; all the expenses. I would just incidentally say that those unusual expenses are what caused us to furlough some of our men. You asked me a while ago what we expended in 1905. I have it right here. You appropriated \$250,000, and we spent \$249,085.

EXPENSES OF HEARINGS IN LAND ENTRIES.

Mr. SMITH. In the next item you ask a decrease of \$3,000.

Mr. RICHARDS. Which is that?

Mr. SMITH. The expense of hearing in land entries.

Mr. RICHARDS. Yes.

Mr. SMITH. You only asked \$9,000 and received \$12,000 last year. I assume, therefore, you found \$12,000 more than adequate?

Mr. RICHARDS. Yes; in 1904 we had \$14,000 and expended \$6,000. In 1905 we had \$9,000 and expended \$4,000. This year we have \$12,000 and have advanced to receivers \$7,699 to December 31, 1905.

Mr. TAYLOR. You had a deficiency in 1904 of \$5,000 for that. Look on page 127. You asked for a deficiency of \$5,000 and obtained it, making \$14,000 for that year. The next year you asked for \$9,000 and were allowed that amount, and the next year you asked for \$12,000 and were allowed \$12,000. This year you ask for \$9,000. Is that due, Governor, to a falling off of these contests, or to what is it due?

Mr. RICHARDS. In 1904 we had \$9,000—

Mr. SMITH. \$14,000, counting the deficiency of \$5,000. How much did you say you expended?

Mr. RICHARDS. We spent \$6,894.

Mr. SMITH. I do not see how you came to apply for \$5,000 deficiency, as you would have had quite a surplus without it.

Mr. RICHARDS. For 1905 it was \$9,000 and we expended \$4,000.

Mr. TAYLOR. Yet in 1906 you asked for \$12,000 and got it.

Mr. RICHARDS. Yes; and we have spent \$7,699. We have expended more than we did last year. The investigations are not decreasing. There has been a law passed within recent years permitting the Government to pay the expenses of witnesses in attendance upon these trials. That we did not have before.

Mr. TAYLOR. This note says, "The expenses to be borne by the United States are those of its own witnesses, and the taking of testimony to establish the fraudulent or illegal character of the entry."

Mr. RICHARDS. Before that, before we had this legislation, we could not do that. We could not compel the attendance of witnesses. Their attendance was voluntary.

Mr. SMITH. It is hard to understand how you came to apply for this deficiency in 1904 when your expenses were only about half the amount of the appropriation.

Mr. RICHARDS. At the time the deficiency was asked for the original appropriation of \$9,000 had become exhausted on account of advances made to local land officers to meet expenses ordered to that time. In several cases, however, the hearings were postponed and the money repaid to the appropriation after the said deficiency had been secured.

## • REPRODUCING PLATS OF SURVEYS.

The CHAIRMAN. The next item, on page 127, is reproducing plats of surveys, \$3,500, which was the current appropriation. Has this work continued during the present fiscal year as heretofore?

Mr. RICHARDS. Yes, sir.

The CHAIRMAN. So as to necessitate another appropriation?

Mr. RICHARDS. This is controlled only by the amount of the appropriations. The plan is to reproduce, by photolithographic process, plats of surveyed townships, and we furnish them to the land offices where they are needed, and we sell them, and we get a large part of the appropriation back in that way. The Government is reimbursed.

Now, in 1906 the appropriation is \$3,500. The contract was let to the firm of E. P. & L. Restein & Co., of Philadelphia, at the rate of \$3 per set of 15 copies. We get 15 copies for \$3. We sell them for 25 cents apiece, and there is quite a demand for them.

The CHAIRMAN. Have you a laboratory for this purpose connected with the General Land Office?

Mr. RICHARDS. No; we have no way of doing it.

The CHAIRMAN. Could it not be done in the laboratory of the Geological Survey?

Mr. RICHARDS. I do not know whether they could do that work or not. They photograph some maps.

The CHAIRMAN. This work is done under contract?

Mr. RICHARDS. Yes, sir.

The CHAIRMAN. On competitive bids?

Mr. RICHARDS. Yes, sir. In 1906 it was done by E. P. & L. Restein & Co., of Philadelphia, and in 1905 by the Brett Company, of New York, and in 1904 by Andrew B. Graham, of this city.

## DESTRUCTION OF RECORDS AT SAN FRANCISCO, CAL.

I may state, Mr. Chairman, that in the recent earthquake and fire in San Francisco the records of the Land Office and the records of the surveyor-general's office were destroyed.

The CHAIRMAN. You say that the Land Office is entirely destroyed in San Francisco, and the surveyor-general's office, with the records?

Mr. RICHARDS. Yes.

The CHAIRMAN. Have you the originals of those records in your office?

Mr. RICHARDS. Yes.

The CHAIRMAN. You propose to reproduce the originals in the future for the use of the surveyor's office in San Francisco?

Mr. RICHARDS. Yes; there are in California 4,853 townships which were surveyed, the plats of which were burned. I estimate that those plats can be reproduced by us right under this item in this manner of photolithography, and we can reproduce the plats of those townships under the same terms as the present contract.

For this work an addition to this item would be required of \$14,559. That would give us those 15 copies of each township. There would be no particular economy in getting a less number, because when you get prints made you can make as many of them as you want, and it would cost about the same thing any way. We have the originals for 2,138 of those townships in such shape that they can be used in making these photolithographs.

It will be necessary to make tracings of 2,715, and those tracings will cost \$10,860. But that does not come under this item. That is an appropriation that will have to be made for clerical work.

The CHAIRMAN. Clerical work in your office?

Mr. RICHARDS. Yes, sir.

The CHAIRMAN. That should be in the legislative bill.

Mr. RICHARDS. Yes; I will see the Senate committee, if it is proper for me to do that.

The CHAIRMAN. Certainly.

Mr. RICHARDS. So far as this item is concerned here, the reproduction of these plats, my Office is thoroughly convinced that the proper place and the best way to do that is to have it done under this item right here.

The CHAIRMAN. With the force you have down there, Governor, would it not be possible for you to have these tracings made without any additional appropriation for clerical service?

Mr. RICHARDS. We have just as much work as we can do, and the surveyor-general's office is entirely out of business at San Francisco until it gets these plats.

The CHAIRMAN. I mean the tracings.

Mr. RICHARDS. Our tracings have to be made before we can make any plats to go to the surveyor-general's office. This work must be done first. I can put this in a different shape and have it come up here as an estimate from the Interior Department, through the Treasury Department, if you desire it.

The CHAIRMAN. In view of the fact that the law requires all estimates to be submitted in that manner, you had better submit a supplemental estimate. We will not commence to mark up this bill for several days.

Mr. RICHARDS. I would prefer to do it that way.

The CHAIRMAN. And then, if you think an additional appropriation is actually necessary, or that your present force can not do the work in connection with these tracings, you had better put that into the legislative bill at the other end of the Capitol, where they are considering the legislative bill now. To meet the necessities of the service growing out of the destruction of those records in San Francisco the appropriation should be immediately available, and it would perhaps be better for you to submit these estimates to us through the proper channel, so that they can be inserted in a deficiency bill.

Mr. SMITH. They ought to be available both this year and next year.

The CHAIRMAN. Have you submitted an estimate to the Senate committee for an additional clerical force?

Mr. RICHARDS. No.

The CHAIRMAN. It would be necessary, if it should go into the legislative bill, that it be specifically provided that it should be immediately available. The appropriations in that bill will not become available until July 1, whereas the general deficiency bill will become a law as early as this one, and not much later than the legislative bill.

Mr. RICHARDS. We think a special deficiency bill would be better. Both offices are absolutely closed up, the land office and the surveyor-general's office.

## EXAMINATIONS OF DESERT LANDS.

The CHAIRMAN. The next item is the examinations of desert lands. I see you make no estimate there.

Mr. RICHARDS. That is expended by the Secretary's Office. They did not expend any last year, and only asked that the old appropriation be made available until expended.

## ADVERTISING RESTORATION OF PUBLIC LANDS IN FOREST RESERVES TO ENTRY.

Mr. SMITH. A bill has been introduced, No. 14411, to appropriate \$5,000, from which payment may be made by the Secretary of the Interior for advertising the restoration of public lands in forest reserves, or lands temporarily withdrawn for forestry purposes. Has it ever been called to your attention?

Mr. RICHARDS. I do not remember that particular item, but I know all about the expenditures.

Mr. SMITH. You have not estimated for that \$5,000?

Mr. RICHARDS. There has been a question between our office and the Bureau of Forestry as to who ought to pay that. They have the forestry service, you know, and we thought they ought to pay some of this advertising of restorations, etc. This item is probably all right. It probably comes from the Secretary's office. That is where those things are paid.

The CHAIRMAN. I guess we had better send this bill to the Secretary and get his opinion on it. The language of the bill is in substance that \$5,000, or so much thereof as may be necessary, etc., shall be appropriated to enable the Secretary of the Interior to meet the expense of advertising the restoration of lands to the public domain, etc. That is the idea.

Mr. RICHARDS. You see, sometimes land is cut out of forest reserves and made subject to entry, and under the rules of the Department it is advertised for thirty days, and no entry of that land is allowed during that time, although a settlement may be made. The object of this action was to prevent lands from being cut out of forest reserves for some particular purpose, and somebody's going on and putting some kind of scrip on, and getting a piece of timber land cut out and filing scrip on it. In this way nobody but an actual settler can acquire any rights there for ninety days after its restoration, and it is advertised for thirty days so that everybody will know that the land is to be put back into the market. The same is true of any land withdrawn from entry and subsequently restored. When forest reserves are finally created the remainders are advertised as being put back into the public domain, so that everybody can have a knowledge of it.

The CHAIRMAN. This is for the expense of those advertisements?

Mr. RICHARDS. Yes, sir.

Mr. SMITH. I would like to ask one question of verbiage as to that, in case this question comes up later. Does land put into forest reserves, or held temporarily for forest-reserve purposes, cease to be a part of the public domain?

Mr. RICHARDS. Practically no entry or disposition can be made of it.

Mr. SMITH. You regard land as part of the public domain that is not surveyed?

Mr. RICHARDS. Yes, sir.

Mr. SMITH. Would not this be construed as being part of the public domain?

Mr. RICHARDS. If it is owned by the Government, yes.

Mr. SMITH. It struck me, in case this matter was put in, perhaps the language ought to read, "advertising the restoration to entry upon the public domain," or something like that.

Mr. RICHARDS. Yes; perhaps that would be better, or you could use both forms.

Mr. SMITH. It occurred to me that lands in forest reserves was land still under the public domain, but I did not know about the verbiage in your office.

Mr. RICHARDS. We only consider land that is unreserved and subject to entry as really being land open to the public.

Mr. SMITH. I was not familiar with the verbiage of your office.

Mr. RICHARDS. This would accomplish the purpose just as well, to add the words "and made subject to entry."

The CHAIRMAN. The jurisdiction of forest reserves has been transferred to the Department of Agriculture, has it not?

Mr. RICHARDS. Yes, sir; except as to matters pertaining to titles, which remain in the Land Office.

#### TRANSCRIPTS OF RECORDS AND PLATS.

The CHAIRMAN. The next item, Governor, is transcripts and records of plats, General Land Office. Your estimate for the fiscal year 1907 is \$18,720, which is the same as the current appropriation.

Mr. RICHARDS. That permits of the employment of 31 people at \$2 a day.

The CHAIRMAN. I see the receipts of your office covered into the Treasury by you on account of transcripts of records and plats furnished to individuals under the act of Congress of April 2, 1888. during the fiscal year 1905 amounted to \$24,202, or a net surplus of \$6,404 above the appropriation. What do you charge for these plats and records?

Mr. RICHARDS. I believe that is regulated by law.

The CHAIRMAN. By statute.

Mr. RICHARDS. Yes, sir; by statute. The largest part of this work is certified copies of patents. For an uncertified copy of a patent we charge 60 cents, and for a certified copy \$1.60, the \$1 being for the seal and certification. The greater proportion of it is that kind of work.

We made an investigation a short time ago and found that there were more than 500,000 patents lying in local land offices undelivered. The owners have never called for them. When a purchaser of land wants to get an abstract, he finds no title from the Government on record in the local recorder's office. Then for \$1.60 we give him a certified copy of the patent.

Mr. SMITH. You would give them the original if practicable?

Mr. RICHARDS. We would if we could find it.



Mr. SMITH. I have a great many originals from the Land Office myself.

Mr. RICHARDS. Other matters here are copying parts of the record, for which a charge of 15 cents a hundred words is made.

The CHAIRMAN. Is the work of issuing patents kept up current now?

Mr. RICHARDS. No; it is hardly current. We are about one month behind. We have issued more patents during the past year than ever before.

The CHAIRMAN. Is the work of issuing patents delayed on account of the signature of the President?

Mr. RICHARDS. No; the secretary to sign land patents signs the patents for the President.

The CHAIRMAN. The secretary is a woman?

Mr. RICHARDS. Yes.

The CHAIRMAN. Does she sign the patents, or does somebody else sign them for her?

Mr. RICHARDS. She signs them.

Mr. TAYLOR. How long has she held the office, Governor?

Mr. RICHARDS. Since July 1, 1897.

#### EXPENSES OF OPENING TO ENTRY AND SETTLEMENT OF INDIAN RESERVATIONS.

(See also page —.)

The CHAIRMAN. The next item is expenses of opening to entry and settlement of Indian reservation; reimbursable, \$25,000.

Mr. RICHARDS. That is a new item.

The CHAIRMAN. Then there is \$25,000 for transportation and necessary sleeping-car fare and expenses of the clerks of the office detailed.

Mr. RICHARDS. That is the same thing.

Mr. SMITH. There is only one item there of \$25,000.

Mr. RICHARDS. It ought to be the same thing.

The CHAIRMAN. It says [reads]:

To meet the expenses of opening to entry and settlement during the fiscal years nineteen hundred and six and nineteen hundred and seven the ceded lands of the Flathead Indian Reservation in State of Montana, under act of April twenty-third, nineteen hundred and four (Thirty-third Statutes at Large, page three hundred and two); the Crow Indian Reservation in State of Montana, under act of April twenty-seventh, nineteen hundred and four (Thirty-third Statutes at Large, page three hundred and fifty-two); the Yakima Indian Reservation in State of Washington, under act of December twenty-first, nineteen hundred and four (Thirty-third Statutes at Large, page five hundred and ninety-five); the Shoshone Indian Reservation in State of Wyoming, under act of March third, nineteen hundred and five (Thirty-third Statutes at Large, page ten hundred and sixteen), and such other Indian reservations that may be open to entry and settlement during the fiscal year nineteen hundred and seven, the sum of twenty-five thousand dollars, or so much thereof as may be necessary; *Provided*, That the expenses pertaining to the opening of each of said reservations and paid for out of this appropriation shall be reimbursed to the United States from the money received from the sale of the lands embraced in said reservations, respectively: *Provided further*, That clerks detailed to assist in the opening of said reservations, while on such duty, shall be allowed per diem, in lieu of subsistence, at a rate not exceeding three dollars per day each, and actual necessary expenses for transportation, including necessary sleeping-car fares, twenty-five thousand dollars.

Mr. RICHARDS. I will tell you, Mr. Chairman, if you desire me to, what there is about this item. So far as the explanation of per diem and so forth is concerned, that is the expense we have been incurring for a long time, only this has been paid from contingent expenses of land offices. As to the opening of the Indian lands, we have had no provision for paying these expenses. They are paid out of the contingent expenses of land offices.

The amounts expended for this purpose in 1905 and 1906 were as follows: In 1905, \$13,921; in 1906, \$5,914. We opened in 1905 and 1906 the Rosebud Reservation in South Dakota, the Red Lake Reservation in Minnesota, the Devil's Lake Reservation in North Dakota, and the Uintah Reservation in Utah.

That money was appropriated for the contingent expenses of the Land Office, and used for the purpose of opening these Indian reservations, and the Indians took all the money. We did not get a cent of it. There are two reservations to open this year, one the Shoshone Reservation in Wyoming, and the other the Crow Reservation in Montana. Then there is another that will come on next year under this appropriation, the Flathead.

The object of this appropriation is simply to save the contingent fund for land offices and let the Indians pay for the expense of opening their land. They do not do it now. It will come back into the Treasury within a year.

The CHAIRMAN. Do you think that Congress ought, if it deems it necessary, to put some provision in here to reimburse the Treasury for the amount expended in opening these reservations, the benefit of which has gone to funds belonging to the Indians?

Mr. RICHARDS. That would be a question of policy.

The CHAIRMAN. Why should they not bear the expense?

Mr. RICHARDS. There is not any reason why they should not.

The CHAIRMAN. What is the aggregate of that amount paid?

Mr. RICHARDS. About \$20,000. If you wanted to go back on that thing a little further, go back to the Kiowa and Comanche opening, there was a good deal more, that was paid the same way. We simply had to do it.

The CHAIRMAN. Can you furnish us a statement of this expense—that the Government has paid out of the Treasury for the opening of reservations for the benefit of the Indians?

Mr. RICHARDS. Yes, sir.

Mr. SMITH. In that connection, may I suggest that you indicate in the statement, in each instance, whether any of the funds was left out of which it could be made reimbursable?

Mr. RICHARDS. Oh, there were plenty of funds. The Indians have plenty of money. Their receipts from the sale of these lands have been very large.

Mr. SMITH. I knew they had been, but I did not know to what extent they had been reimbursed.

The CHAIRMAN. Make a memorandum also, and send us a provision that could be incorporated in the bill that will enable Congress to require this money to be reimbursed out of these particular funds.

#### CONTINGENT EXPENSES OF LAND OFFICES (AGAIN).

Mr. RICHARDS. I want to call the attention of the committee to the contingent expenses of the Land Office—the condition of the fund.

We have appropriated this year \$225,000 for contingent expenses of the Land Office. The expenditure of all that money has been authorized now, so that we have left in that fund at this time \$60, to last until the 1st of July. Of course we will make it do, but we have authorized the expenditure for incidental expenses, clerk hire, and things of that kind, and now we simply quit. If we see a chance we may be able to relieve an office of a clerk where one can be spared. Last year we had \$265,000. We thought we could get along with a little less, but it would be a little more comfortable for us if we had the \$25,000 for opening Indian reservations in the manner in which it is suggested.

The CHAIRMAN. Or increase this amount with a proviso reimbursing the Treasury.

Mr. RICHARDS. That would be the same thing.

#### TOLL ROADS IN NATIONAL PARKS.

Mr. SMITH. Mr. Richards, a matter came up the other day which is purely a matter of law, and it is this: There is a Federal law authorizing the local authorities to establish highways over public lands, is there not—an old statute?

Mr. RICHARDS. I am not familiar with it.

Mr. SMITH. It appears here before the committee that there was an establishment of toll roads over what is now the Yosemite National Park, at a time when it was simply a part of the public domain, and not set apart as a national park; and I wanted to ask you if you know of any law of the United States by which either State or local authorities can establish toll roads over the public lands?

Mr. RICHARDS. No; I don't recall any such. Might it not be possible for them to do it under the local statutes—the State statutes?

Mr. SMITH. I don't know of any authority that they would have to establish anything excepting highways over public lands.

#### SURVEYING THE PUBLIC LANDS.

The CHAIRMAN. On page 132, the next item is for surveying the public lands. For surveys and resurveys of public lands, your estimate for the next fiscal year is \$425,000, as against \$400,000, the current appropriation, an increase of \$25,000. We have already appropriated in the urgent deficiency appropriation bill for the resurvey of certain lands in California. Will that appropriation enable you to reduce the estimate asked for the next fiscal year?

Mr. RICHARDS. No; that is a separate proposition, a new matter. There were some surveys made down in the extreme southern part of California fifty years ago, running right down to the Mexican boundary. It is absolutely a desert country; the surveys eventually disappeared, and only occasionally could a corner be found. Then a big irrigation scheme was proposed in there, called the Imperial Land and Irrigation Company. They could not find any corners, so they went to work and made a new survey themselves at their own expense, but in doing that they got a wrong start, with the result that they subsequently found that they were about a mile and a quarter out on the whole proposition, and that every man who had filed, had filed

upon another piece of land than that upon which he resided. A resurvey of those lands was ordered by an act of Congress four years ago, to be paid for out of the regular appropriation, and that all of those who had made entries prior to that date should be recognized in place, right where they were, and they would survey around them and call those tracts lots.

But in some way the entries were not stopped. There was no order issued withdrawing that land from entry during the period in which it should be resurveyed, and they went right along making entries, and there was quite a boom given to that section of the country, as has been the case with all irrigation matters of late. There were several hundred other entries made. These people came in and said that in this resurvey they ought to be surveyed out, too. To do so would take a considerable amount of money, in addition to what had been provided heretofore, because it makes much additional work for the surveyor.

The CHAIRMAN. I didn't know but the appropriation which has already been made for that purpose during this session would in that way reduce the amount for the next fiscal year.

Mr. RICHARDS. No; that was a special survey for a special place.

The CHAIRMAN. In view of the fact that our public domain is decreasing so rapidly by reason of its passing into the possession of private parties and private ownership, why is it necessary to keep increasing this appropriation from year to year, as we have been doing for the last twenty years?

Mr. RICHARDS. Of course the appropriation of the public domain does not reduce the unsurveyed lands any. We only dispose of lands which are surveyed. A large part of these appropriations are being used for resurveys which are ordered by act of Congress. We had by act of Congress of March 3, 1905, 22 townships ordered resurveyed in Wyoming, and I think there is another bill under which there are more added. I have it noted as 58 townships altogether. There were 32 in Nebraska, 156 in Colorado, and 26 in California which are not resurveyed yet.

The surveys are made from year to year out of the annual appropriation. Resurveys become necessary from two causes; one is from just the natural obliteration of the survey, the monuments, from the lapse of time, and the other is a defective survey. We had a very scandalous record here on surveys about twenty or twenty-five years ago, in which there were an immense number of surveys made with nothing marked on the ground at all; and it is absolutely impossible to find any corners. Then there are all the time new surveys being made.

The CHAIRMAN. At that time were the surveys made under the direction of the Government, or made by contract?

Mr. RICHARDS. Made by contract, just as they are made now, but the present system of examinations insures good surveys.

The CHAIRMAN. Are all of the resurveys made necessary by Congressional authorization, or has the Department discretion to institute a resurvey where it is deemed necessary?

Mr. RICHARDS. The Department has the discretion under certain conditions. The rule is that where all of the settlers in a township, every one, shall join in a request for a resurvey in order to define and

adjust their boundaries, then the survey may be ordered; but there is a very small fraction of resurveying that is done in that way. Ninety-five per cent of all the resurveys are made after the passage of bills authorizing the resurvey of particular townships. No appropriations are made at the time such bills are passed. For instance, in these acts of March 3, 1905, there was no appropriation; they were surveyed out of the apportionment made to the States for that year from the general appropriation.

The CHAIRMAN. Do these acts limit the time within which the resurvey shall be made?

Mr. RICHARDS. No, sir; they do not.

The CHAIRMAN. The time is within the discretion of the Department, and the Department acts when it gets the money.

Mr. RICHARDS. We get the authority from Congress, and we do it when we get the money. There was so much of this ordered and they are asking for so much of it for purposes of settlement, that in order to get anywhere near complying with the requirements of these acts of Congress we thought we ought to have \$25,000 more. If we don't get it we won't make the surveys.

I have a memorandum here, made up for me in the surveying division, which shows that the amount of resurveying that has been ordered in excess of what we have in sight to do it with would require an additional appropriation of \$55,500 instead of \$25,000.

The CHAIRMAN. Then this should be \$455,000?

Mr. RICHARDS. If you are going to clean it up; but we probably can not get it done this year, although we can use to very good advantage the \$425,000.

#### EXPENSES OF SURVEY AND SALE OF ABANDONED MILITARY RESERVATIONS.

The CHAIRMAN. The next item is for necessary expenses of survey, appraisal, and sale of abandoned military reservations transferred to the control of the Secretary of the Interior under the provisions of an act of Congress approved July 5, 1884, and so forth, \$6,000.

Mr. RICHARDS. There is an item there for \$480 for Fort Sherman which might be stricken out. The other item there is rather problematical. We had in 1904 \$6,480, and we expended \$3,352. For 1905 we had the same, and expended \$2,039. This year we had the same, and we have expended up to this time \$535—I think that could be made \$3,000 instead of \$6,000. It is a question of having the reservations to survey and sell. If we do have them, and don't have the money to survey them, we will have to ask for it, but I don't think we will have anything in excess of \$3,000.

#### REIMBURSING STATE OF UTAH.

The CHAIRMAN. The next item is to reimburse the State of Utah, as provided in the act of August 18, 1894, \$555.

Mr. RICHARDS. The act of August, 1894, provided that certain States may advance money to the United States in order to secure the survey of land when we haven't the money available for that purpose; that is, the lands granted to the States under the acts of admission, and that the States shall be reimbursed for the amounts so advanced.

The CHAIRMAN. The law authorizes the reimbursement?

Mr. RICHARDS. And authorizes them to advance the money. They have advanced \$555, which was used in this survey of lands that they selected.

The CHAIRMAN. Is this the first time that this has been included in your estimate?

Mr. RICHARDS. I think so. The States that could have had this done under that act are Washington, Idaho, Montana, South Dakota, North Dakota, Utah, and Wyoming.

The CHAIRMAN. The State of Washington advanced \$17,032, which has been reimbursed.

Here is a bill, H. R. 8992, in regard to the Northern Pacific Railway land grant. Has your attention been called to that?

Mr. RICHARDS. No; I am not familiar with that proposition; that is, that particular bill.

The classification referred to there is as to whether or not they are mineral lands, so that they would not select and have patented to them mineral lands.

#### OKLAHOMA TOWN-LOT FUND.

(See also pp. 577, 688.)

The CHAIRMAN. Do you know whether or not there were any funds in the Department of the Interior, in the Land Office, derived from the sale of public lands that have not been turned into the Treasury of the United States?

Mr. RICHARDS. I don't recall any.

The CHAIRMAN. Do you remember the act of March 31, 1901, known as the town-lot act, the Oklahoma town-lot act, which authorized the sale of certain town lots in the Territory of Oklahoma, and directed the application of the proceeds, or so much thereof as might be necessary, to the construction of school buildings, court-houses, jails, and bridges in those towns?

Mr. RICHARDS. Yes, I remember; I know all about that.

The CHAIRMAN. Has that sale taken place under your immediate supervision?

Mr. RICHARDS. Yes, sir.

The CHAIRMAN. The sale of the lots?

Mr. RICHARDS. Yes, sir.

The CHAIRMAN. Do you know the amount realized from the sale of the lots, and have all of the lots been disposed of?

Mr. RICHARDS. There were two reservations—the Kiowa, Comanche, and Apache and the Wichita. The law directed the Secretary of the Interior to divide the tract into such number of counties as might be necessary; that there should be a tract of land not to exceed a half section selected for each one of these counties for the purpose of a county seat, and that that be surveyed and sold, and the money received should be used for the support of the county government for the first year, and then for such improvements as might be necessary in the county and municipalities, and ordinary expenses of that character. Three counties were created and named Kiowa, Comanche, and Caddo, respectively. I can not give you the exact figures about those three town sites, but they sold for something more than \$700,000. I made the counties under the direction of the

Secretary of the Interior and selected the land for the three county seats. One of the towns was named Lawton, one Hobart, and one Anadarko. I only remember the figures in connection with the Lawton town site.

That sold for \$414,000 in cash, and the others, I think, for about \$300,000—three or four hundred thousand dollars. That money was immediately placed in the subtreasury in St. Louis. I had a man at each of these three towns conducting the sales, and put them under bonds of \$100,000 apiece. Every night they remitted the money to the subtreasury at St. Louis, and it was placed to the credit of these town-site funds.

My connection with the business was ended when I got the money into the subtreasury, and what has been done with it I don't know. There has been a large amount of expenditure, because I recommended at once in regard to these town sites that a portion of this money should be expended in the town sites for putting in waterworks, grading of streets, and paving of streets.

Extraordinary prices were paid for the lots. In the town of Lawton the highest priced lot was one 25 feet wide and 150 feet deep that sold for \$4,535, and there wasn't a thing there but prairie—there wasn't a house within 3 miles. I think the men that bought those lots were going to give them value by the improvements that they were to put on them, and they were interested in having the money expended there. There have been waterworks put in Lawton, Anadarko, and I think in Hobart.

The CHAIRMAN. Who owns the waterworks?

Mr. RICHARDS. They will be owned by the city.

The CHAIRMAN. Were those expenditures authorized under the act?

Mr. RICHARDS. I think they had a special act for those expenditures; that is my recollection.

The CHAIRMAN. Under whose jurisdiction were these improvements made?

Mr. RICHARDS. The Secretary of the Interior.

The CHAIRMAN. They were not made under you?

Mr. RICHARDS. No; I had nothing to do with it after I completed the sale and put the money in the subtreasury.

The CHAIRMAN. You deposited the money in the subtreasury to the credit of this fund?

Mr. RICHARDS. The town-site fund?

The CHAIRMAN. Did you account to the Secretary of the Interior and the Secretary of the Treasury for the receipt of these moneys?

Mr. RICHARDS. Yes; to the Secretary of the Interior.

The CHAIRMAN. The Auditor of the Interior Department says that there has never been an accounting of that fund, and the payments have never been audited by anyone—the payments out of the fund.

Mr. RICHARDS. Well, I am sure I don't know anything about that.

The CHAIRMAN. He says there has never been any accounting to the Treasury Department for the receipt of this money, and that money that was paid into the subtreasury has never been put into the Treasury. I should think that would be, under the law, in the Treasury of the United States.

Mr. SMITH. It was not deposited in the subtreasury to the credit of the United States, but to the credit of the Secretary of the Interior.

The CHAIRMAN. Was it deposited in the subtreasury to the credit of

the Secretary of the Interior, or to the credit of the Treasury of the United States?

Mr. RICHARDS. I don't know. It was deposited to the credit of the town sites—to the credit of the Secretary of the Interior as trustee for these town sites. The first deposit of an amount there was from the town of Hobart.

The money was sent to the subtreasury at St. Louis, and no receipt was received. Of course the man that sent that money—the agent conducting the sale—wanted to know why he didn't get the receipt, and he sent an inquiry to the subtreasury about it. The subtreasurer replied that they had forwarded an inquiry to Washington asking as to how this money was to be credited, and until he got a reply to that he could not give a receipt. In the course of two or three days he got his receipt, and our agents had a receipt for every dollar that they received, and I have got a receipt for every dollar that came in.

Mr. SMITH. The report of Mr. Ambrose, agent of the Comptroller of the Currency, and of Mr. Northup, agent of the Auditor for the Interior Department, says that the gross proceeds of the sales, as shown by the daily abstract of sales, were \$736,000, and that these funds appear to have been daily transmitted by the town-site commissioners to the subtreasury at St. Louis, and there deposited to the credit of the Secretary of the Interior, except such part of the funds as was necessary to meet the daily expenses of the sales, including the per diem compensation of the town-site commissioners. Accounts for such expenses are not on file in the General Land Office, but are understood to be on file in the disbursing division of the Secretary's Office.

Mr. RICHARDS. Do you want to ascertain the expense of making these sales?

The CHAIRMAN. No; here is the idea: The law expressly provides that all public funds, public moneys, received by the administrative officers of the Government shall be deposited with the Secretary of the Treasury or accounted for to the accounting officer, which, in this case, would be the Auditor of the Treasury for the Interior Department, and that these funds have not been so deposited, and have never been accounted for. The purpose of my inquiry was to ascertain, first, the fact from you, if you know, as to where the money was deposited, and whether or not an accounting has been made, and, if the money has not been deposited in the Treasury, and no accounting made, whether you know why it has not been done. The law is explicit on the subject as to the depositing of public funds, and makes no distinction between trust funds and any other funds.

And I wanted to follow that with a question as to whether there are any other funds that you know anything about derived from the sale of our public lands that were deposited to the credit of any departmental officer, or have not been deposited in the Treasury of the United States.

Mr. RICHARDS. I don't know anything about any other, because there are no other funds that have come into our office since I have been in there, excepting this fund.

The CHAIRMAN. We were informed by one of the witnesses here on Saturday that there was another fund of some \$25,000 received from the sale of condemned property in connection with the Reclama-



tion Service that has been deposited in the Treasury of the United States, but had not been accounted for.

Mr. RICHARDS. I don't know anything about that. That comes through the Reclamation Service.

The CHAIRMAN. And this being under your immediate jurisdiction, as I had supposed, was the reason why I addressed these questions to you to ascertain the facts.

Mr. RICHARDS. Opening these lands in Oklahoma was a new proposition. Nothing had been done just this way before. I was the Assistant Commissioner at that time, and I was directed by the Secretary to take charge of this work. I went down there and laid out these counties, I surveyed these town sites, I made these sales, had registration and drawing, registration at which there were 168,000 people registered to draw 13,000 claims, and we put a man on every claim. The same day that we begun the entries of land—on the 6th of August, 1901—we begun the sales of these town sites in three different towns. The sale was a cash sale, public auction.

A purchaser was allowed twenty minutes within which to make his payment for the lot; and if he did not pay we put the lot up again, and we did not have to resell but one lot. The money was immediately transmitted to the subtreasury, as I stated, and the expenses of each one of these sales of these town sites were paid out of this fund as we went along. Now, that may be a point that some auditor is worrying about. It never occurred to me. The entire sale of the Lawton town site, where we took in \$414,000, amounted to four-fifths of 1 per cent. Those expenses were paid. They were accounted for, there was a receipt for every dollar that was paid in there, I settled my accounts and turned the business over to the Secretary of the Interior. Now, I don't know anything more than that.

Mr. SULLIVAN. There is no question about the regularity of the proceeding. The only question is whether that provision in regard to the payment of the money into the Treasury has been complied with. We understand that there has been no audit of these accounts by anyone excepting under the supervision of the one who received the money and disbursed; in other words, no independent audit.

Mr. RICHARDS. Does that relate to the expenses of the sale?

The CHAIRMAN. No; the proceeds of the sale.

Mr. SULLIVAN. To the whole \$740,000.

The CHAIRMAN. Here is the point. The question is whether there is not an abuse here of administration—lax administration—with regard to the receipt of over \$700,000, which, under the statutes of the United States, should have been paid into the Treasury of the United States and accounted for to the accounting officer.

Our information is that that has not been done in this case, and that there are a number of cases, not only in the Interior Department, but in other Departments, where this practice has obtained for some time in regard to the receipt of moneys from the sale of public property, and that there has been a failure to account for them to the accounting officers, or not putting it in the Treasury and not accounting for it at all, excepting such an account as may be made to the head of the Department or the head of the bureau receiving money, which is in direct violation of law. And the question is, to what extent this practice has grown up in the Department—that is the real

subject of our inquiry; to know whether any legislation is necessary to correct an evil. It is not in the matter of your administration, but simply whether or not this law has been complied with in respect to the payment of public moneys into the Treasury of the United States, and if not, why not?

Mr. RICHARDS. I can send a little printed report here of the whole business down there.

The CHAIRMAN. I would be glad to get it, as a matter of information.

Mr. RICHARDS. How it has been taken out of the subtreasury I don't know.

Mr. SMITH. It was never put in as Government money. The United States owned this land under the decision of the Supreme Court of the United States, and the money for the sale of that land, therefore, belonged to the United States, but it was never put into the Treasury of the United States.

Mr. RICHARDS. We have been criticized severely in regard to that matter, because they said that money ought to have gone to the Indians, that it was the Indians' land, and the Government took it away from them.

Mr. SMITH. The Indians never owned that land.

Mr. RICHARDS. I will say that so far as the expense of that thing is concerned, the money never went into the Treasury; it was paid as we went along.

Mr. SMITH. For your services?

Mr. RICHARDS. Yes, sir.

Mr. SMITH. It was not paid out of this fund.

Mr. RICHARDS. Oh, yes.

Mr. SMITH. The record that we have here shows very fully that it was not paid out of this fund, but reimbursed to this fund long afterwards. I call your attention to this report made by Mr. Ambrose and Mr. Northup.

Mr. RICHARDS. I will tell you how we did that. We paid our people and clerks and everything there from our regular appropriation, and put in a claim against his fund for it and got it.

Mr. SMITH. The record shows that this expense was paid out of divers appropriations, and then erroneously refunded to the wrong appropriation. According to the statements of these officers who inspected the records, you divided those expenses, and paid it out of salaries of the General Land Office, surveying of public lands, reproducing plats of surveys, and then it was erroneously credited back to surveying public lands.

Mr. RICHARDS. I don't know how that was done. I know about the division part of it, I remember about that. I figured it this way: there was an expense of \$5,100 that came out of some Government appropriations. I did not figure as to what particular appropriation it came from, only that it should be repaid from the proceeds of the sale of the town sites. It was a difficult matter to keep an account between three town sites that had been surveyed, platted, sold, and the money turned into the Treasury. I thought the expenses to the amount of \$5,100 and some odd dollars, which the Government had paid, ought to come from the sale of these lots, so I recommended that amount be taxed equally upon the three town sites, which would make \$1,700 apiece, and the money covered back into

the Treasury. I made no suggestion as to what fund that should be credited to.

Mr. SMITH. So far as I can discover, what actually resulted was this: You first paid out all this money, charging it to separate appropriations.

Mr. RICHARDS. It was our regular force doing it. That is, it was part of my salary; I had a lot of clerks, I took some deputy surveyors, examiners of surveys, and made the surveys. They were paid their usual salary from the regular appropriation.

Mr. SMITH. In place of covering the money back into the Treasury, it operated to cover it back into appropriations.

Now, passing from that item, I find here in section 1765 of the Revised Statutes that "No officer in any branch of the public service, or any other person whose salary, pay, or emoluments are fixed by law or regulations, shall receive any additional pay, extra allowance, or compensation, in any form whatever, for the disbursement of public money, or for any other service or duty whatever, unless the same is authorized by law, and the appropriation therefore explicitly states that it is for such additional pay, extra allowance, or compensation."

Now, under that statute how do you explain your ability to send a man of yours down there at \$25 a day, from your office, a regular employee of the office.

Mr. RICHARDS. The pay of these town-site commissioners was fixed by the Secretary of the Interior. They were to be paid \$25 a day. I had so many applications for the appointment of men to make those sales of the town sites that I found that it was causing me more trouble than anything else, so I reported to the Secretary of the Interior that I could not make those sales, and appoint people from the outside as commissioners; that I had men there whom I knew, that could do that work, that I could have faith in, and if those men—two of them were in the Land Office, and one of them in the Indian Office—could be given a leave of absence without pay, and be appointed as commissioners under this act, I would be satisfied. They each gave a bond of \$100,000, which they got from the bonding companies and paid for out of their own pockets. I took the three men, Mr. Nessler from the Indian Office, Mr. Holcomb, and Mr. Hampton. Those three men were given leaves of absence; they were not on any other pay; and were paid \$25 a day for the first twenty days and \$10 per day for any additional time.

Mr. SMITH. They were civil-service employees, were they not?

Mr. RICHARDS. Yes.

Mr. SMITH. Do you claim that under section 1765, by simply the granting of a leave of absence, you can give them three or four times their regular pay?

Mr. RICHARDS. I don't know; all I know is that we did it.

Mr. SMITH. And the Auditor says it is illegal.

Mr. RICHARDS. Well, I don't know. They were paid out of that fund.

Mr. SMITH. This may be an unwise statute, but it is here.

Mr. RICHARDS. If we got through at all, we were doing very well. I got every dollar of that money into the Treasury.

Mr. SMITH. It is not in the Treasury.

Mr. RICHARDS. It went into the subtreasury, and I got receipts for it. That is all I know. The subtreasurer issued receipts for that

money after receiving instructions from the Treasury Department at Washington. I think I can find the correspondence with the sub-treasurer about this matter.

Mr. SMITH. Would you send those letters to the committee? I understand these letters practically hold that it was illegal to deposit this money to the credit of the Secretary of the Interior.

Mr. RICHARDS. Our agents were held under \$100,000 bond, and they did not want to give up any money until they thought they had good receipts. So they sent the money into the subtreasury, and when they did not get any receipts they made inquiry right away and the sub-treasurer got instructions from Washington and then we got the receipts.

The CHAIRMAN. Did they get their instructions from the Treasury Department or the Secretary of the Interior?

Mr. RICHARDS. I don't know. But I can show you all our correspondence.

Mr. SMITH. This report of Mr. Ambrose and Mr. Northup shows quite a number of smaller payments, illegally made, and these only serve to call attention to what we are after, and that is whether these claims have ever been properly audited, and this \$700,000 properly accounted for.

Mr. RICHARDS. I have no knowledge as to what has been done with the money since we turned it into the subtreasury. I lost track of it there.

The CHAIRMAN. You say you do not know of any other moneys received from the sale of public lands or other public property under your jurisdiction where the proceeds of such sales have not been turned into the Treasury of the United States and accounted for to the accounting officers of the Treasury for the Interior Department?

Mr. RICHARDS. I don't think of anything at the present time.

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FRIDAY, April 13, 1906.

## UNITED STATES GEOLOGICAL SURVEY.

### STATEMENT OF CHARLES D. WALCOTT, DIRECTOR.

#### OFFICE OF THE DIRECTOR.

The CHAIRMAN. We will go to page 137, office of the Director of the Geological Survey. Your estimate for the fiscal year 1907 under this title is an increase over the current appropriation of about \$3,000. Will you state, Mr. Walcott, the reason for that increase, and the necessity?

Mr. WALCOTT. Mr. Chairman, that is explained on page 138, the next page, by the transfer of one clerk of class 2, now detailed from the Pension Office, and one clerk of class 1, making that additional amount.

The CHAIRMAN. How long has it been since these clerks were transferred to your office?

Mr. WALCOTT. One clerk was detailed in 1898, and the second clerk was detailed in November, 1902.

The CHAIRMAN. They have been in your office ever since?

Mr. WALCOTT. Ever since. They were detailed by the Secretary of the Interior, one on account of her knowledge of statistical work, she having been employed in collecting mining statistics conjointly with the Eleventh Census. She was transferred from the Census to the Pension Office, and from there transferred or detailed to the office of the Geological Survey.

The CHAIRMAN. Although your current appropriation is \$32,720, the amount actually paid to-day for the clerical service in your office is \$35,340, the amount which you estimate?

Mr. WALCOTT. Yes, sir.

The CHAIRMAN. By dropping these two clerks from the Pension roll, which has been done in the Legislative bill, the ultimate result is identically the same?

Mr. WALCOTT. Yes, sir.

The CHAIRMAN. It does not involve any increased expense to the Government?

Mr. WALCOTT. No, sir; no additional increase in cost.

The CHAIRMAN. Have you submitted to Congress the detailed statement of the employees in your office and the salaries paid, or does this paragraph—

Mr. WALCOTT. This paragraph states those that were provided for in the office of the Director, and on page 138, in the second item, "Scientific Assistants of the Geological Survey," the others are enumerated. They were first inserted in the appropriation for 1893 for the first list under the office of the Director, and I believe in 1892 or thereabouts for the second list. And those are all the specified salaries that are made for the operations of the Geological Survey.

The CHAIRMAN. How much of a library have you there?

Mr. WALCOTT. The total number of books in the library at the beginning of this fiscal year was 58,681.

The CHAIRMAN. What kind of a library is it, miscellaneous or scientific?

Mr. WALCOTT. The library pertains to geological work, topographical work, and the other work of the Survey solely. It is a geological or technical library pertaining to the operations of the Survey for the Government. The Library of Congress does not duplicate the books that we have except as to those that come in through copyright, and if you were to inquire for a library pertaining to geological subjects you would be referred to our library. That is by arrangement with the Librarian of Congress.

The CHAIRMAN. All works on geology?

Mr. WALCOTT. Geology, surveying, chemistry, physics, and all the branches of work that the Geological Survey touches.

The CHAIRMAN. Is it anything more than a record of the work that each office is doing?

Mr. WALCOTT. It is a record of the work that is being done throughout the world in those lines of work.

The CHAIRMAN. Not only in your Office but any other country?

Mr. WALCOTT. Throughout the world; and we have very large acquisitions coming through exchanges of publications from foreign governments and institutions that are publishing in that line. There

are many gaps that can not be filled by exchange; literature and periodicals, especially foreign periodicals, and other works that are published for which we can not exchange. The \$2,000 for the library is used entirely for the purchase of books, pamphlets, and maps.

The CHAIRMAN. I think you misunderstood me. I wanted to find out the character of the library in order to determine the necessity for a \$2,000 librarian. Who uses the library?

Mr. WALCOTT. It is used by all of the members of the Survey, and as a reference library by people from all sections of the country that are interested in the topics which the library contains books upon.

The CHAIRMAN. Have you any idea about the number of visitors to the library?

Mr. WALCOTT. No, sir.

The CHAIRMAN. What does the librarian do?

Mr. WALCOTT. He has charge of the selecting of all the books, the cataloguing of all the books, and furnishing information to anybody that wishes information. For instance, if I were carrying on an investigation, I would go to him and say, "Mr. Weeks, I want all of the literature in the library on this subject." It might be the testing of fuels, coals, or upon methods of treating any mineral, or the occurrence of any mineral. It is his business to be able to assemble the literature and send it to me. Mr. Weeks is a geologist, appointed as a result of a civil-service examination, served as a geologist a number of years, came into the Survey as a stenographer and typewriter, and then took a course of three months or more at the Library of Congress where he was trained in the methods there employed, and was then appointed librarian. He is an unusually well-trained man and occupies an important position.

The CHAIRMAN. Has he an assistant?

Mr. WALCOTT. Several assistants.

The CHAIRMAN. They are not provided for here.

Mr. WALCOTT. Not in specific terms; no, sir.

The CHAIRMAN. Has he more than one assistant?

Mr. WALCOTT. I think he has others in addition to the two cataloguers mentioned—one at \$1,200 and one at \$720. I will say that those individuals are skilled in cataloguing and library work, acquainted with several foreign languages, and people who are especially well educated and well trained for that work.

The CHAIRMAN. Are the acquisitions so numerous and frequent as to require the constant time and attention of two cataloguers?

Mr. WALCOTT. During the fiscal year 1905 there were 2,661 books added to the library.

The CHAIRMAN. What does a cataloguer do except to take the title of a book, give it its number, and state the general subjects treated?

Mr. WALCOTT. I do not find a statement here of the acquisition of pamphlets and maps. The work of this assistant librarian is to assist the librarian, of course, and also to be posted on what is in the library, give information such as he is able to give; and we also catalogue all current literature. If a scientific magazine or periodical comes in, the cataloguers go through and catalogue each article in that publication upon the work of the Survey or any of its branches. If, for instance, a report of the geological survey of Canada comes in, it may have twenty articles in it, and they are catalogued for the

reference catalogue, and cross references are made. They scan the articles so as to get some idea of what is in them, and put that on the card in addition to the mere title. Often the title is blind, and does not indicate what is in the book, and that work requires skilled men a great deal of the time.

The CHAIRMAN. You have five employees in the library?

Mr. WALCOTT. There are six employees, and they are busy all the time.

The CHAIRMAN. Two cataloguers and two assistant librarians and a librarian. It is not a library that people generally have occasion to use, is it?

Mr. WALCOTT. No; it is not a popular library in any sense. The librarian also looks after the matter of transmission of all the foreign exchanges and library exchanges, the receiving of the material, the acknowledging of the material; also, after the binding of books, their preparation for binding. During the year 1905 there were 1,500 books prepared for the bindery. All of the foreign books and many of the other books come in paper covers.

The CHAIRMAN. Where do you have them bound?

Mr. WALCOTT. Through the Interior Department.

The CHAIRMAN. In the Government Printing Office?

Mr. WALCOTT. Yes; the Government Printing Office.

The CHAIRMAN. Does the librarian control the matter of selling geological and topographical maps?

Mr. WALCOTT. No, sir; that is in the hands of the document clerk. The library I consider as a tool to be used by the members of the Survey, just as are hammers and compasses and surveying instruments. The books in the library are there for the purpose of enabling scientific men to acquire information with regard to all that has been done before, so that work may not be duplicated. If members of the Survey are to carry on an investigation of the same type that has been carried on elsewhere, it is their duty to see what has already been done elsewhere, in order to save time and money, and to acquaint themselves with all existing knowledge in the particular line which they are to work upon. It is not for recreation but as a means to an end in the operations of the Survey.

The CHAIRMAN. Primarily for the use of your force?

Mr. WALCOTT. Yes, sir. If you have three or four men in the library who know what is in the library, when a man goes to one he can quickly place him in touch with what he wants. It is a saving of time to everyone that uses the library. I think it is an economical expenditure of money.

The CHAIRMAN. I have no question about that, only it occurred to me that you have a much larger force than is absolutely necessary for the accomplishment of that purpose.

Mr. WALCOTT. Well, we have not kept up with the library work, and I know that the people work overtime, and have done so for the last three years, endeavoring to keep up with the duties that they have to perform. During the day they are interrupted many times, and it is very difficult to keep up with the current material that is coming in day after day, to have it catalogued and ready.

My idea is to have everything that comes in accessible as soon as possible. Every book is numbered and put out on a large table

where it remains for one week, so that the technical and scientific men can keep up with the current literature that comes in, and then the books, maps, and pamphlets are placed on the shelves or in cases as soon as catalogued as to title and contents. Of course we do not wish to publish that which has been published elsewhere, but with the mass of literature at present it requires a good deal of care and work to avoid doing that.

The CHAIRMAN. Do you receive and catalogue all current magazines there?

Mr. WALCOTT. Only those of a technical character that bear upon the work of the Survey. The current magazines, the popular current literature, we do not touch at all.

The CHAIRMAN. Only those bearing upon the subjects that relate to your particular work?

Mr. WALCOTT. Since taking up the reclamation work, the library has been expanded in the line of hydrographic work and all lines of physics pertaining to water. We also buy legal books, bearing on the legal aspects of that work, but those are paid for from the reclamation fund.

The CHAIRMAN. How many photographers have you? You have provided for in the current law four photographers, or one photographer and three assistants, at the bottom of page 137. Are they employed exclusively in your office here in Washington?

Mr. WALCOTT. Yes; entirely employed in the photographic laboratory of the Survey.

The CHAIRMAN. In addition to that, how many field photographers have you?

Mr. WALCOTT. There are none connected with the work of the Survey proper. There is one connected with the reclamation work.

The CHAIRMAN. How long have you had these four photographers—how many years?

Mr. WALCOTT. They have been there since I have had charge—since 1894.

The CHAIRMAN. Do they do work in connection with the Reclamation Service?

Mr. WALCOTT. The Reclamation Service pays for two or three photographers who work in the same laboratory. The expenses of the work pertaining to the Reclamation Service are paid from that fund.

The CHAIRMAN. Then how do you get back into the Treasury the amount which is paid out under this appropriation to the photographers for your Bureau?

Mr. WALCOTT. We keep the cost of every piece of work that is done in the photographic laboratory, and the Reclamation Service purchases its own material and provides for its own men. The work that is done by these photographic men of the Geological Survey proper, on the topographic maps and the geological work for the Geological Survey proper, is kept distinct from the work of the Reclamation Service.

The CHAIRMAN. Do they get additional compensation for the work that they do for the Reclamation Service?

Mr. WALCOTT. No, sir; they work in the same laboratory, and they do the same kind of work, but the work relating to the Reclamation Service is done by other men.



The CHAIRMAN. Let me understand you. Do you employ, in addition to the photographers in connection with your own office, additional photographers in your office?

Mr. WALCOTT. Yes, sir; and these additional photographers are paid for out of the reclamation fund, and do the work for that service.

The CHAIRMAN. I understood you to say that these men were doing work for which the Government was paying them out of the reclamation fund.

Mr. WALCOTT. No; they could not do that. The regular Geological Survey photographers could not be paid out of the reclamation fund.

Mr. SULLIVAN. I see you have here two paleontologists at \$2,000 each. What is their work—their duties?

Mr. WALCOTT. Suppose we take a mining district like the Cripple Creek mining district of Colorado, which was surveyed a few years ago. We first made a detailed topographic map so as to get the relief of the ground, drainage, and all matters relating to the topography. That map, when prepared, is taken by the geologist, who determines the surface outcrop of all the rocks and the character of the rocks in that territory. In the Cripple Creek district it is found that the rock is a mass of granite where an ancient volcano has broken up through.

There has been eruption after eruption, shivering the adjoining granites and crowding the erupted rock up through them, which has subsequently hardened. After that force was exerted, geyser action went on, carrying heated water and bringing up the hot solutions, which settled in and about these cracks, leaving the mineral behind—the gold, the quartz, and other materials. Now, the mining geologist examines and locates on the topographic maps all of these different rocks that are exposed. The geologist must know the area and character of each of the groups of rocks, because this knowledge has a direct bearing upon the relations of the ore deposits. Next, the chemist tells him the chemical character of these rocks; he analyzes them and determines that. The petrographer studies the rocks under the microscope to determine the physical characteristics which can not be determined by the chemist. In that way, between the chemist and the petrographer, the geologist can determine each one of these series of rocks, and of course the distribution, as they have been mapped.

Mr. SULLIVAN. And all of these various services are related to the investigation of the value of the mines?

Mr. WALCOTT. Yes, sir; the mines and valuable minerals. Now, in the Leadville district, instead of coming up through a mass of granite, the erupted rock came up through sedimentary rocks that were deposited in layers. These rocks carry fossils in them—that is, the remains of the life of the time in the ocean. Now, in the evolution of life we find a relatively regular succession, the dying out of the old forms and the coming in of new forms, and these sedimentary formations, owing to the volcanic matter coming up through them, are broken and displaced. By the examination of the fossils we can determine the different horizons and reconstruct on maps and in sections the geology of that region. In other words, the fossils are the letters, which make up the words, by which you read the history of the rocks, and by this means determine the relation of the different masses.

Mr. TAYLOR. You say horizon. Do you mean the strata?

Mr. WALCOTT. Yes; a certain level or bed in the strata.

Mr. TAYLOR. The strata and horizon are convertible terms?

Mr. WALCOTT. Interchangeable. When I was a young man in Indiana the subject of finding commercial coals was very important. They occurred in Ohio and over in Illinois, and Mr. Cox, the State geologist of Indiana, was requested to ascertain where he could get coal and develop the industries around Indianapolis, the capital. He went to Ohio and he went to Illinois, and he studied, not only the coals, but he studied fossils and the plants which occurred in each horizon, and found the difference—that is, the evolution of plant life in going through several hundred feet of strata, plants from some coal beds having one character and some another.

And then he went to work in Ohio and examined five hundred or a thousand feet of the strata to ascertain the characteristics of the different plant life there. Then he returned to his own State and began to work on the rocks, and found that the plants which occurred three or four hundred feet above the coals in Ohio and Illinois also occurred in the rocks along the Indiana streams. A company was formed which sunk shafts down and found the coking coals, the coals which resulted in the development of that part of the State. That, you might say, is the result of the work of a paleontologist.

The CHAIRMAN. Then, the statement made some years ago on the floor of the House that the principal purpose of the investigations of the paleontologist was not for the true animal, but an examination of fossils with a view of ascertaining whether the claim that has been made is true, that at some time away back in the history of the formation of the world a species of birds had teeth. This very appropriation for these examinations was at that time reduced from forty thousand dollars to about ten thousand dollars, and has ever since been carried at that amount.

Mr. WALCOTT. I know well that debate, and that it started primarily from a difference of opinion between two distinguished college professors who had a controversy as to paleontological matters and the succession of life. There was a book published upon fossil birds with teeth, which gave a very thorough summary of the development of early bird life. That was of educational value and scientific value, but not of much value in the development of ore beds or mineral beds. That brings up the question of the study of vertebrate remains in many formations of the West, notably in Colorado and along the Rocky Mountain front, where we have the vertebrate remains and the different horizons from which we determine the succession of life among the skeletons as readily as we determine it by the plants and similar early life elsewhere.

Mr. TAYLOR. Will you please give me the distinction between horizon and strata, if there is any?

Mr. WALCOTT. If we speak of horizon where we have a certain grouping of animal remains or plant remains, we mean the position or level in the strata in which they occur.

Mr. TAYLOR. Then they are not exactly convertible terms. Horizons may be in strata, but strata could not be in horizons.

Mr. WALCOTT. Oh, no. We say the things occur in the same horizon. It means that they occur not necessarily in the same strata, because in one place you might have a sand deposit, in another place a

mud deposit, and in another place a limestone deposit, and all deposited in the same life period, which is the same paleontological horizon.

Mr. SULLIVAN. The paleontologist is used simply as an aid to the geologist?

Mr. WALCOTT. An aid to geological work. We get scientific results in connection with a knowledge of the ancient life of the earth, and in learning of what has gone before.

Mr. SULLIVAN. Does he do work as a paleontologist independent of his employment as assistant to the geologist?

Mr. WALCOTT. The particular paleontologists at present under consideration go in the field and collect their own material, working out the sections so they will have accurate knowledge of just where the fossil remains come from—the position of the strata; otherwise they would be of only biological or zoological value.

Mr. SULLIVAN. Their employment is for an economical purpose?

Mr. WALCOTT. Yes, sir.

#### GENERAL EXPENSES.

The CHAIRMAN. The next item for general expenses for the Geological Survey, I observe that you have inserted in your estimates some new language. What is the necessity? The first is the word "absolutely" preceding the word "necessary."

Mr. WALCOTT. I will say that sometime about July, 1905, the Comptroller decided that what we call the contingent supplies, the miscellaneous supplies of the Geological Survey, must be paid for from the appropriations for the Survey and not from the appropriations for contingent supplies of the Interior Department.

The CHAIRMAN. You have been paying the necessary expenses for the Geological Survey out of this appropriation of \$20,000, haven't you?

Mr. WALCOTT. We pay for the skilled labor as stated. What you refer to is a general statement that has always preceded our appropriations since I have had charge.

The CHAIRMAN. What is the necessity for having this language in here if you have no appropriation?

And all other absolutely necessary expenses, including telegrams, furniture, stationery, telephones, and all other necessary articles required in the field and in Washington, District of Columbia, to be expended under the direction of the Secretary of the Interior.

You have paid out of this appropriation heretofore "necessary expenses," and under the decision of the Comptroller they must have been absolutely necessary expenses, and that is the reason for inserting the word "absolutely" here, which has not been heretofore carried in your appropriation.

Mr. WALCOTT. May I make a general statement. "For pay of skilled laborers and various temporary employees," we pay nothing out of that excepting salaries. We did not pay for any supplies of any character.

The CHAIRMAN. Then what is the necessity for that preceding language in the bill?

Mr. WALCOTT. "For topographical surveys in various portions of the United States," which is the next item following, the estimate for 1906-7 is \$350,000. Out of that we pay not only the salaries of the

topographers who are doing the work, but also for the supplies which they need to a great extent both in the field and in the office, and it is the same way for other appropriations for the Geological Survey.

Now, in the year 1905, up to June 30, we received from the contingent supplies—appropriation of the Interior Department—\$8,639.39. We received from the stationery appropriation for the Interior Department \$10,162.53.

The CHAIRMAN. I think I see where I have made my mistake. On page 139 is a general statement of the purposes for which appropriations are subsequently made under specific heads.

Mr. WALCOTT. Yes, sir.

The CHAIRMAN. Now, you may go ahead and make your general statement.

Mr. WALCOTT. As I was stating, we received the amounts mentioned for contingent supplies and stationery supplies, and we also received from the appropriation for printing and binding of the Interior Department for the fiscal year 1905 \$21,262.62. Now the Comptroller, in a decision dated February 14, 1906, decided that the supplies needed by the Geological Survey may be divided into four classes, as follows:

1. Supplies which are properly used only in the Office of the Geological Survey in the dispatch of its general administrative business, and of which the use, as applied to any specific service, as paleontologic researches, would be only to the extent necessary or expedient in carrying out the general administrative purposes of the Geological Survey as a branch of the Executive Department.

Concerning such supplies no question is raised, as it would not be seriously contended that they should be paid for out of the funds appropriated for special investigations.

2. Supplies for use only in the field in the several special investigations. The contention would not be seriously made that such supplies should be paid for otherwise than from the several appropriations for special investigations.

3. Supplies used primarily in the field, such as the various field notebooks, for the collection of data in the said special investigations. The data are entered on such books while work is being carried on in the field, the results being worked out later in the general offices of the Survey, and the books themselves are filed in the Washington office and become part of the permanent office records. I think the purchase of such supplies is an expense for practically the sole use of the special investigations and would be properly payable out of the appropriations specifically made therefor.

4. Supplies which are used in the field or in the office, but which in their nature seem to be nearer general office supplies than supplies for particular services in the field, such as account books, vouchers, letter heads, etc.

This fourth class presents the only real difficulty, and in its solution the proper test to be applied would seem to be the primary uses to which the articles are to be supplied, always bearing in mind the words which Congress has used in making the several appropriations under consideration.

The result of that decision is, that whereas in the fiscal year 1905 the Interior Department paid for \$21,262.62 worth of printing and binding these notebooks and other such material, under the ruling of the Comptroller, dated February 14, 1906, and his first reference to it in a decision dated July 13, 1905, we are now obliged ourselves to pay for such expenses that have heretofore been paid for by the Interior Department. There is a point of difference constantly arising as to what constitutes the field supplies and office supplies; for instance, on a question of charging for printing of vouchers which have been put in within the last few days, also the question of notebooks. The

notebooks are first used here in Washington, and partially filled out with data pertaining to the work to be done, and then taken into the field where field notes are added, and brought back and used in the office. To clear that up so there would be no question as to how this expense should be met, these words are put in—

including the pay of necessary clerical and scientific force and other employees in the field and in the office at Washington, District of Columbia, and all other absolutely necessary expenses, including telegrams, furniture, stationery, telephones, and all other necessary articles required in the field and in Washington, District of Columbia, to be expended under the direction of the Secretary of the Interior.

Now, take the item of telephones. I believe the Interior Department supplies us with 17 telephones, and we pay for the use of 5 other telephones, which it is decided are for use in purely special investigations; and to avoid these complications I should like very much to have this language go in, so that there will be no misunderstanding as to how they are to be paid for and who is to pay for them.

The CHAIRMAN. Is the appropriation for contingent expenses of the Interior Department reduced, do you know, in consequence of this language here?

Mr. WALCOTT. That appropriation occurs in the legislative bill. I do not know that the appropriation has been reduced.

The CHAIRMAN. I think it has been reduced.

Mr. WALCOTT. I will say, Mr. Chairman, we carefully considered what we supposed will be needed for stationery supplies for the fiscal year.

The CHAIRMAN. How much do you increase the appropriation?

Mr. WALCOTT. We have considered what stationery will be needed for the fiscal year ending June 30, 1907, and found that it will cost us \$17,500. Here is a list of items for printing and binding and stationery, including vouchers, pay rolls, accounts, letter heads, notebooks, triangulation notebooks, and so on, and also other items supplied by the Department from the contingent fund. It is quite a large list, with a statement of what the binding and printing is used for, and this printing and binding will cost us \$27,500.

#### *Stationery supplies.*

For the fiscal year ending June 30, 1905, the Geological Survey received through the Department of the Interior stationery supplies, nonrepay .....	\$10, 162. 53
Repay, from Survey appropriation .....	3, 921. 73
Purchased in open market, under authority from the Secretary of the Interior, payment being made from Survey appropriations .....	342. 83
Total .....	14, 427. 09
Allowing for probable increase for the two years, 1906 and 1907. It is estimated that the Survey will need for the fiscal year ending June 30, 1907, stationery supplies amounting to .....	17, 500. 00

#### *Printing and binding.*

For the fiscal year ending June 30, 1905, the Geological Survey received through the Department of the Interior supplies (printed and bound, including stationery forms, blanks, blank books, etc.) for which it was charged .....	21, 262. 62
Allowing for probable increase for the two years, 1906 and 1907. It is estimated that the Survey will need for the fiscal year ending June 30, 1907, supplies (printed and bound, including stationery forms, blanks, blank books, etc.) amounting to .....	27, 500. 00

*Contingent supplies.*

For the fiscal year ending June 30, 1905, the Geological Survey received through the Department of the Interior contingent supplies, nonrepay-----	\$8, 639. 39
Purchased in open market, under authority from the Secretary of the Interior, payment being made from Survey appropriations-----	11, 593. 19
Repay, from Survey appropriations-----	194. 64
Total-----	20, 427. 22
Allowing for probable increase for the two years, 1906 and 1907, it is estimated that the Survey will need for the fiscal year ending June 30, 1907, for contingent supplies-----	25, 000. 00

*Estimated needs.*

For stationery supplies-----	17, 500. 00
For printing and binding-----	27, 500. 00
For contingent supplies-----	25, 000. 00
Total for fiscal year 1907-----	70, 000. 00

*Printing for the United States Geological Survey, paid for out of the appropriation for printing for the Interior Department.*

*Topography:*

Level books.  
 Traverse books.  
 Transit books.  
 Computation books.  
 Pocket notebooks.  
 Computation geodetic books.  
 Distances geodetic books.  
 Distances coordinate books.  
 Triangulation books.  
 Field notebooks.  
 Vertical angle books.  
 Vertical angle record books.  
 Traverse record books.  
 Public land survey books.  
 Bench mark description books.  
 Small account books.  
 Large account books.  
 Primary traverse field notebooks.  
 Primary traverse distance record books.  
 Precise level notebooks.  
 Computation primary traverse books.  
 Yards and rod level notebooks.

*Accounts:*

Vouchers.  
 Letter heads.  
 Postal cards.  
 Blanks for transmitting vouchers.  
 Circular letters transmitting checks, etc.  
 Subvoucher books.  
 Journey order books.

*Accounts—Continued.*

Envelopes, etc.

*Geology:*

Mine notebooks, large and small.

*Hydrography:*

Well record notebooks.  
 Land classification books.  
 Circular letters.  
 Postal cards.  
 Water-supply papers.  
 Current meter notebooks.  
 Boring records notebooks.  
 Travelling order books.  
 Hydrographic record books.  
 Statements of hydrographic work.

*Mineral resources:*

Circular letters, clay, coal, tin, etc.  
 Postal cards.  
 Blank books.  
 Directories of producers of various minerals, etc.

*Documents:*

Circular letters.  
 Water-supply papers.  
 Lists of publications.  
 Sale account books.  
 Circulars announcing special sendings.  
 Receipts for publications.  
 Various printed forms used in correspondence, including various postal card notices of new publications, etc.

The appropriation for printing and binding, Department of the Interior, for the fiscal year 1905, was-----	\$422, 000. 00
The Geological Survey used-----	21, 262. 62
or about 5½ per cent of the whole appropriation.	

*Miscellaneous supplies payable from Department contingent fund.*

Brushes.	Man-hole gaskets.
Bronze.	Packing rubber.
Hack saw blades.	Ebonite and C for water and heating pipes.
Cuspidors.	Drip pans.
Boxes.	Putty.
Bolts.	Nail pullers.
Mops.	Sheet brass.
Flour for paste.	Door springs.
Files.	Sheet iron.
Chisels.	Butcher knives, for cutting paper and twine.
Filters.	Wheelbarrows.
Awls, small.	Trucks.
Needles and thread, binder's.	Scoops.
Chair cushions.	Blocks and wheels for pipe cutters.
Hassocks, Bibb's, one-half inch self-closing, for sink.	Rubber hose.
Towel hampers.	Lumber.
Stop jars.	Coal.
Wringers.	Lubricating oil.
Wash bowls and pitchers.	Oilers.
Borax.	Lanterns.
Disinfectants.	Wood.
Moth balls.	Clocks, and repairs to same.
Book supports.	Dustine.
Lost pans.	Soap.
Carpets, rugs, linoleum, mats, and repairs to same.	Rope.
Drawing tables with trestles.	Chimney sweeps.
Desks and tables.	Marking pots and brushes.
Typewriter cabinets, stands, and covers.	Pomade, Putz.
Step ladders.	Tubing, gas.
Drawing boards.	Cloths for desks.
Desk covers.	Upholstering.
Desk trays.	Emery grinders.
Chairs, and repairs to same.	Railroad guides.
Spring clamps.	Bullingers' Postal Guide.
Window shades.	Directories.
Specimen drawers.	Brooms.
Waste baskets.	Baskets.
Curtains.	Batteries.
File folders and indexes.	Repairs to telephones.
Camera covers.	Wire.
Keys, door.	Wire molding and caps.
Lights, Welsbach.	Repair green for curtains.
Lights, drop.	Electric cut-outs.
Coolers, water, and stands.	Oilcloth.
Electric-light bulbs.	Laprobos.
Weighing scales.	Horse blankets.
Awnings.	Springs.
Wagon whips.	Thermometers, for office use.
Hose couplings.	Combs.
Typewriter felts.	Sash cords.
Flags.	Chamois skins.
Files, transfer cases.	Door checks.
Hammers.	Valves.
Scrapers, wall.	Buckets.
Glue.	Leather.
Harness.	Soap dishes.
Filter stones.	Furniture and repairs.
Hardware.	Typewriters and repairs.
Resistance coils.	Electric fans and repairs.
Sockets and bushings for pipe dies, etc.	Rubber stamps and repairs.
Washers.	Numbering machines and repairs.
	Stamp racks.

Stamp pads.  
 Rent of telephones.  
 Stoves, gas, and radiators, gas.  
 Presses, McGill.  
 Staples, McGill.  
 Staple fasteners.  
 Addresses, stencils for mimeographs.  
 Oilers for typewriters.  
 Clamps, hose.  
 Mail-bag holders.  
 Ice boxes and repairs.  
 Fire extinguishers.  
 Water glasses.  
 Picture wire.  
 Cleaning, altering, and laying carpets and rugs.  
 Lye, Red Seal.  
 Rubber mats.

Glass.  
 Wash basins, office use.  
 Towels.  
 Brackets.  
 Stencil paper.  
 Paint.  
 Pitchers, water.  
 Carpet paper.  
 Toilet paper.  
 Roach poison.  
 Punches, clip board file.  
 Furniture polish.  
 Towel racks.  
 Hatchets.  
 Tongs, ice.  
 Cotton waste.  
 Rubber tires.

The CHAIRMAN. Heretofore it has been paid out of the appropriation for contingent expenses of the Interior Department?

Mr. WALCOTT. For 1905 the Interior Department paid \$21,262.62 from the appropriation for printing and binding; \$10,162.53 from the appropriation for stationery, and \$8,639.39 from the appropriation for contingent supplies.

The CHAIRMAN. Where is that expense paid—out of what appropriation is it being paid—in 1906?

Mr. WALCOTT. In 1906, prior to the decision of the Comptroller, it was paid by the Department, and subsequently we endeavored to distribute it among the appropriations that used the material; that is, if topography used 30 per cent it was charged with 30 per cent of the amount expended, and if geology used 30 per cent it was charged with 30 per cent. We divide it as nearly as we can among the different branches of the work.

The CHAIRMAN. You have no deficiency among any of these appropriations for the current year?

Mr. WALCOTT. No, sir. That amount comes out of what would otherwise go into field work. As it came unexpectedly in this fiscal year it has caused great inconvenience and will delay field work this spring, and may involve the furloughing of some of the men.

The CHAIRMAN. Will that be the case in 1907 if this language goes in there?

Mr. WALCOTT. Yes. There will be no increase on account of the decision. The first letter came in July, 1905, when I was away in the field. It was November or December before it was called to my attention; and then I wrote another letter, and the Comptroller's letter here, which I quoted, giving the final decision, is dated February 14, 1906, so that there has been really no opportunity for considering the matter.

The CHAIRMAN. What I want to get at is, your appropriations here are not increased in consequence of this new language on page 139 of the bill?

Mr. WALCOTT. No, sir.



## SURVEYING FOREST RESERVES.

(See also p. 521.)

The CHAIRMAN. I observe here that one of the objects mentioned on page 139, which is included in subsequent estimates, is for surveying forest reserves. Is not that a duplication of the work of the Forestry Division of the Agricultural Department, or of work that has heretofore been done by the Interior Department?

Mr. WALCOTT. No, sir. The line is clearly drawn. The survey of the reserves means the making of topographic maps and the marking of the boundaries of the reserves. That the law provided for. These maps are turned over to the officers of the Forestry Service, on which they plat the distribution of the forests, the merchantable timber, the burned areas, and so on.

The CHAIRMAN. Then the Forestry Service does not make a survey?

Mr. WALCOTT. No, sir; they do not make a survey. Often in the reserves there are mining areas and districts, and the prospector has the right to enter a forest reserve and develop any mining industry that there may be in there; and these maps then become of direct service to the Geological Survey.

The CHAIRMAN. Does not the General Land Office in the Interior Department make a survey of those forest reserves?

Mr. WALCOTT. They have in certain cases indicated the townships by running the township lines. That does not give any relief of the surface on a topographic map at all. These surveys are more apt to be inaccurate than accurate, and in our experience, in surveying these districts in the West, we rarely find monuments or traces of original land surveys.

The CHAIRMAN. Are not these surveys just as accurate as the surveys upon which all the public domain is disposed of?

Mr. WALCOTT. In mountain districts and forest-covered country the land surveys are apt to be very inaccurate, much more so than in the open agricultural country, owing to the difficulties of making them at all accurately.

The CHAIRMAN. I do not see why the boundaries of the forest reserves can not be surveyed as accurately by the surveyors engaged by the General Land Office as they could be by your service.

Mr. WALCOTT. They could be, but they are not authorized by the law governing the General Land Office to do it. When our men are making the topographic surveys, and are having the triangulation and intersecting traverse lines made, they can locate those points closely within 50 to 100 feet at the outside, in the roughest of country. The land surveyor, on the other hand, is the man employed by contract for running the line at so much per mile, and has no means of locating it except by astronomical observations, to determine his location on a given point; and then, as he runs over the rough country, he has not either the methods or the instruments necessary to enable him to do that accurately.

Even out on the plains we have townships five miles across on the north side and six miles across on the south side, showing a mile in error. In the mountains they are generally irregular, especially for the older surveys, because you could rarely, if ever, find the monuments originally left. In many of the forest reserves they have never

made surveys, because they are not agricultural or mineral lands. But there is no duplication of work. We looked out for that very carefully, because the Land Office does not make surveys of the boundaries of forest reserves.

#### ASSIGNMENT OF PAY BY MEN IN THE FIELD.

Mr. Chairman, I do not know the proper place to bring this in, but the Comptroller has recently decided that our men engaged in field work, or anybody, in fact, engaged in Government work, can not assign their salaries. That is, if a man is sent to Alaska, he must have his check for his pay sent to him there, and indorse it, and send it back to his wife, or to whomever he wishes to have the benefit of using the money; and it will work very severe hardship upon many of our men.

I find that in the Joint Resolution No. 10, Public Resolution No. 10 approved March 21, 1906, it is provided—

That the Secretary of the Interior be, and he is hereby, authorized to permit teachers and other employees of the United States Bureau of Education employed in Alaska to make assignments of their pay, under such regulations as he may prescribe, during such time as they may be in the employ of the Bureau of Education in Alaska; and the Secretary of the Interior is further authorized in his discretion, under such regulations as he may prescribe, to reimburse school-teachers in Alaska for expenses incurred by them in the discharge of their duties and paid from their personal funds.

I shall ask, if possible, to have inserted in the bill here a clause relating to the employees of the Geological Survey to this effect:

That the Secretary of the Interior be, and he is hereby, authorized to permit scientific and other employees of the United States Geological Survey, employed in the field, to make assignments of their pay, under such regulations as he may prescribe, during such time as they may be in the employ of the United States Geological Survey. And the Secretary of the Interior is further authorized in his discretion, under such regulations as he may prescribe, to reimburse the scientific and other employees for expenses incurred by them in the discharge of their duties and paid from their personal funds.

A man goes to the field, and he may be a hundred miles away from a railroad, or from immediate post-office communication, and under the present ruling of the Comptroller his check must be sent out to him. It may be weeks before he gets it, because the mail may come to him very irregularly, and in the meantime it must come back, and his family must get along as best they can.

The CHAIRMAN. Why should we not make a general provision of that kind, applicable to all field men?

Mr. WALCOTT. I think you should do so. I bring this up only in relation to the Geological Survey.

Mr. SULLIVAN. It is also in the Army bill.

The CHAIRMAN. I mean all field service men. They are all away from their families. Leave that item here with us. We may thrash something out concerning it.

Mr. WALCOTT. The second part of this provision is this: If one of our men goes to the field to give an illustration, say to Montana, his traveling expenses can be put into his traveling account and paid; but as soon as he leaves the railroad it may be necessary to hire a team or he may go on horseback, or hire a pack train of three or four mules, or it may be necessary to buy provisions, and so on. Under the

recent ruling of the Comptroller he must become a disbursing officer to do that. His immediate traveling expenses can be paid, but if he hires a few mules and buys provisions, if he is out of the country of hotels and usual transportation facilities, he can not use his own money and be paid back again under this decision.

In the past twenty-five years we have been in the habit of permitting men to use their own money and take vouchers for their expenditures, and on their return the amount expended has been paid back to them. At present it can not be paid back to them, because the Comptroller rules that an employee can not advance his own funds for such purposes. A man needs to have a bond and become a disbursing officer; it is a matter that is very important.

Mr. TAYLOR. Do you think you have covered it?

Mr. WALCOTT. Yes. We have two or three hundred men out in the field. They have got to keep these two accounts; one of traveling expenses, and then have a disbursing officer with them, which would increase the cost of doing the work very much.

TOPOGRAPHICAL SURVEYS, PAY OF SKILLED LABORERS AND TEMPORARY EMPLOYEES, AND REPORT OF PERSONAL SERVICES.

The CHAIRMAN. I observe, Mr. Walcott, here a provision carried in the sundry civil bill for the fiscal year 1903, which reads as follows:

Hereafter in lieu of the specific estimates for personal services now required by law, there shall be submitted in the Annual Book of Estimates, under each item of appropriation under "General Expenses of the Geological Survey," notes showing the number of persons employed and the rates of compensation paid to each from each of said appropriations during the fiscal year next preceding the fiscal year for which estimates are submitted.

In accordance with that provision I have observed that you have submitted a statement of the number of people employed and the compensation paid to each, but you do not foot up the aggregate amount. Now, the first item for pay of skilled laborers and various temporary employees is \$20,000 for the current fiscal year. It is a detailed statement, yet it fails to show that the total amount of that appropriation would be expended during this fiscal year in payment of these employees. I have not figured it up, but I want to ascertain whether there is a balance of that \$20,000 left over?

Mr. WALCOTT. No, sir; there is very rarely a balance. There may be a few dollars, because we try not to have a deficiency, but it is mostly used up.

I will give you the figures for that, Mr. Chairman. The amount expended for salaries as stated was \$16,940.

You will note that the salaries come to \$16,940, leaving a balance of \$3,060, and that pays for all miscellaneous day labor. If we have to have an extra carpenter to make cases or do any work of that kind, that expense is paid from that balance of \$3,060. I can furnish you with a detailed statement of how every penny was expended last year.

The CHAIRMAN. Can you furnish us with a detailed statement of the amounts, if any, covered back into the Treasury from the appropriations made for these several purposes stated in this part of the bill for the year 1905?

Mr. WALCOTT. Yes, sir; it will be inserted in the hearing.

The CHAIRMAN. That will show how accurate your estimates have been heretofore.

*Amounts appropriated and statement showing balance September 30, 1905, amounts paid since September 30, 1905, and amounts available for outstanding liabilities on April 14, 1906, for fiscal year ending June 30, 1905.*

Appropriations, 1904 and 1905.	Amounts appropriated.	Balances Sept. 30, 1905.	Amount paid since Sept. 30, 1905.	Amount available Apr. 14, 1906, for outstanding liabilities, 1905.
Salaries of scientific assistants .....	\$29,900.00			(a)
Skilled laborers and various temporary employees.....	20,000.00	\$58.58		\$58.58
Topographic surveys.....	300,000.00	719.90	\$876.26	343.64
Geologic surveys.....	175,000.00	1,576.38	1,131.58	444.80
Paleontologic researches.....	10,000.00	586.15	419.81	116.34
Chemical and physical researches.....	20,000.00	692.94	117.96	574.98
Preparation of illustrations.....	18,280.00	161.48	56.36	105.12
Mineral resources of the United States .....	50,000.00	124.38	86.68	37.75
Books for the library .....	2,000.00	84.63	79.91	4.72
Gauging streams, etc.....	200,000.00	419.27	278.29	145.98
Geological maps of the United States.....	100,000.00	1,485.14	583.28	901.86
Mineral resources of Alaska.....	80,000.00	1,847.29	1,648.64	198.65
Salaries, office of the Geological Survey.....	32,740.00	458.50		458.50
Surveying forest reserves.....	130,000.00	1,954.88	1,631.00	323.88
Furnishing new addition, Geological Survey.....	10,500.00	67.08		67.08
	1,178,420.00	10,186.60	6,404.70	8,781.90

<sup>a</sup>So much of these amounts as have not been called for and paid out prior to July, 1907, will lapse into the Treasury, and will no longer be available for purposes for which they were appropriated unless reappropriated by Congress.

Mr. WALCOTT. Of course this covers the fixed and annual salaries. But it is only in the case of this one item for skilled labor that it is all used up for salaries. In the case of topography, in 1905 there was \$350,000 appropriated, and of that amount \$169,660 was used for salaries. The remaining portion of it was used for the expenses of the field work and the purchase of supplies.

The CHAIRMAN. Should you not include your field force in this detailed statement?

Mr. WALCOTT. We have in the detailed statement there, \$169,660.

The CHAIRMAN. That is for the force employed here in Washington?

Mr. WALCOTT. No, sir. You will see, following that item:

One geographer .....	\$4,000
One geographer .....	3,500
Two geographers, each .....	3,000
One geographer .....	2,700
Four topographers, each .....	2,700
One topographer .....	2,500
Three topographers, each .....	2,400
Five topographers, each .....	2,200
Ten topographers, each .....	2,000
Twelve topographers, each .....	1,800
Ten topographers, each .....	1,600
One draftsman .....	1,600
Four topographers, each .....	1,400
One draftsman .....	1,400
Seven assistant topographers, each .....	1,400
Eleven assistant topographers, each .....	1,200
Five topographic aids, each .....	1,200
Two topographic aids, each .....	1,000

They are the field force. This states all the field force, also below, the office force.

The CHAIRMAN. I understood you to say that the balance of the \$350,000 was paid for salaries to your field force.

Mr. WALCOTT. No; it goes to the cooks and packers and teamsters and rodmen and miscellaneous aids employed for a week or a month or two on temporary employment of that kind, also to the traveling expenses, the subsistence, and all the expenses connected with the topographic work.

The CHAIRMAN. After the salaries are paid there is a large balance, of which no account is made at all. If so much were given for so many temporary employees, giving the aggregate, and so much for supplies and other expenses, and that was stated in that statement, that would inform us. I think that is contemplated in this law here which I have quoted relating to personal services.

Mr. WALCOTT. I understood that it was the intent of the law, at the time, to give a list of the salaried employees. It was fully discussed at the time, and it was done in order to get a list of the technical employees and office employees. As to the field force, such as aids, cooks and packers and teamsters and laborers, it was not intended to include them. Very often a man is picked up only for a day, and then again it may be for three days or longer. A voucher is taken. Formerly we had all those schedules, and the men's names, and when they were paid, and printed it all; and the information given was not worth the cost of printing it.

The CHAIRMAN. There is \$190,000 that has been expended, for which there is no accounting at all in that one item.

Mr. WALCOTT. If you will go back to the annual reports several years ago, you will find that matter all printed.

The CHAIRMAN. I do not think it is necessary to submit it in detail, but if the statement contained, in addition to what you have here, the amount paid for temporary employment, and so much for other service, it would be more enlightening—

Mr. TAYLOR. A statement divided up into subheads which would dispose of that fund, but not to go into the items in detail.

Mr. WALCOTT. I will see, Mr. Chairman, that that is put into the estimates for next year, and I can send up the statement in a few days, covering the present fiscal year as far as returns are in.

Reverting to your inquiry regarding that portion of topographic funds, appropriation of \$350,000 for fiscal year 1905-6, not utilized in paying salaries, and may be classified as follows, the same as for other large lump-sum appropriations; this gives the actual expenditures for the last nine months and estimated expenditures for the remaining three months of this fiscal year:

## TOPOGRAPHY.

Annual and scientific salaries.....	\$129, 100. 00
Temporary and field-labor salaries.....	70, 000. 00
Clerical and office-labor salaries.....	29, 500. 00
Traveling and field expenses and subsistence and miscellaneous supplies for field.....	101, 300. 00
Purchase of instruments and materials for field.....	15, 500. 00
Freight, expressage, and telegrams.....	4, 600. 00
	<hr/>
	350, 000. 00

## GEOLOGY.

Annual salaries.....	\$92, 275.00
Clerical and office labor.....	24, 905.35
Temporary salaries.....	35, 414.75
Field labor.....	5, 798.32
Traveling expenses and subsistence.....	37, 903.67
Instruments.....	2, 230.98
Freight, express, etc.....	1, 405.93

200, 000. 00

## PALEONTOLOGY.

Annual salaries.....	7, 200.00
Temporary salaries.....	190.00
Traveling expenses.....	2, 074.55
Freight, express, etc.....	268.47
Instruments.....	268.98

10, 000. 00

## FORESTRY.

Annual and scientific salaries.....	\$36, 500.00
Temporary and field salaries.....	32, 000.00
Clerical and office salaries.....	13, 700.00
Traveling and field expense.....	38, 000.00
Purchase of instruments and outfit.....	8, 000.00
Freight, express, and telegraph.....	1, 800.00

130, 000. 00

## HYDROGRAPHY.

Annual and scientific salaries.....	\$100, 000.00
Temporary and field labor.....	38, 000.00
Clerical and office labor.....	12, 000.00
Traveling and field expenses and subsistence and miscellaneous supplies for field.....	40, 000.00
Purchase of instruments and materials for field.....	8, 000.00
Freight, expressage, and telegrams.....	2, 000.00

200, 000. 00

## MINERAL RESOURCES OF THE UNITED STATES.

Annual, scientific, and technical salaries.....	\$23, 970.00
Clerical and office labor.....	16, 832.00
Temporary field labor.....	24, 501.00
Traveling expenses, field subsistence, and miscellaneous supplies.....	29, 455.00
Instruments and material.....	4, 750.00
Freight, express, and telegrams.....	492.00

Total appropriation..... 100, 000. 00

The CHAIRMAN. If you could, without too much trouble, we would be glad. We will have the hearings here for several days. It may serve as a guide.

Mr. WALCOTT. I will say that we endeavor to maintain a certain percentage between the salary list and the expense list of field work, so as not to exceed a certain total amount for salaries.

The CHAIRMAN. This enables Congress to keep track of the salaries of employees in the aggregate and in detail, both here and in the field; but as to the remainder of the appropriation, which is very large, we have no means of knowing, or the purposes for which that has been expended.

Mr. WALCOTT. I will send up the balance of each item.

APPROPRIATIONS "IMMEDIATELY AVAILABLE."

Mr. TAYLOR. Before you leave page 140, Mr. Chairman, I see you have the words there, "immediately available." What is the necessity of that year after year?

Mr. WALCOTT. Because we will have several hundred men in the field at work, and to bring up the field expenses sharp on the 1st day of July, so that they can balance up all their accounts to the 1st day of July and expend the appropriation up to that time and not incur a deficit, or else not use the money we wish to use, is a very difficult undertaking. To make an appropriation match on with that of the next fiscal year, right in the middle of the field season, brings about a condition of affairs that would cause an immense amount of trouble and eventually loss in time and work. For example, a man will be sent into the field, and he has had an allotment, say of \$3,000 to do a certain amount of field work with; and of that amount \$1,400 is available up to the 1st day of July; when he gets to the 15th of June, owing to contingencies which are constantly arising, he may have used up his \$1,400.

He then must lie still, with his regular men, discharge laborers and aids and wait until the 1st of July; whereas if the next fiscal year's funds were available he could go right on and finish his season's work, and not disrupt his party and lose time, money in salaries, and part of the best time of the field working season.

Mr. TAYLOR. We are giving you money now for the fiscal year 1907, and if you ask it to be immediately available now you can use the money that Congress appropriates for the year 1907 for work done in the year 1906.

Mr. WALCOTT. Congress states that it is immediately available, which carries with it, according to the Comptroller's decision, the assurance that it is available for use at that time—

The CHAIRMAN. For the purpose for which the appropriation is made.

Mr. WALCOTT. If we could have that on the 1st of January—if the fiscal year ended with the calendar year there would be no difficulty; but with these men working in Alaska and all over the country, to bring up every account so that it will come out even on the 1st day of July makes it expensive in time and money.

Mr. TAYLOR. Does it not enable you to use money appropriated for 1907 in such a way as to supply a deficiency, if you had a deficiency, in 1906?

Mr. WALCOTT. It would if we had one.

Mr. TAYLOR. How do you justify that on the ground of book-keeping?

Mr. WALCOTT. Well, as I simply stated as an illustration, we authorize a surveyor or a topographer to go into a district—say in Alaska, and allow him \$7,000 with which to accomplish that work; and he has to leave here in March and get up there in April.

He has many contingencies, and he knows that he has that amount of money to produce that map and get back here in October or November. If we told him he must spend so much of that money up to the 1st of July, and no more, the contingencies which are constantly arising in field work might use up his proportion for the old fiscal

year and he would be held up for the remainder of that old fiscal year, five or ten or twenty days, with no money to do anything with. That is the condition.

Mr. TAYLOR. I do not see how you produce that condition.

The CHAIRMAN. This enables you to increase the appropriation for the current fiscal year?

Mr. WALCOTT. It would, but we have no design of doing that. It is simply to avoid a confusion, and I must say a waste of time which means money, in trying to bring expenditure for field work right up to a given day in field operations.

Mr. TAYLOR. Let me ask you a question. You authorize a man to go to Alaska to do work for what year—1906?

Mr. WALCOTT. We say he is authorized to do it during the field season of 1906.

Mr. TAYLOR. You make that authorization out of the allowance made you for 1906?

Mr. WALCOTT. The appropriation for Alaska was carried, for instance, on the urgent deficiency bill passed in February.

The CHAIRMAN. For \$80,000?

Mr. WALCOTT. Yes; and we have a balance of that left over sufficient to carry the salaries until the 1st of July. We always provide for that. But the field expenses of the season begin just as soon as they leave here; the men are now already off, and the expenses continue until they return, and that money is appropriated for surveys in Alaska. It does not say the fiscal year—

The CHAIRMAN. To continue available during the fiscal year 1907?

Mr. WALCOTT. I can very well recall in the past, where in my own fieldwork, between 1880 and 1890, it was a constant struggle to bring up the money allotted to me so as not to create a deficiency and then start over and go on to the next fiscal year.

The CHAIRMAN. When you make your estimates for the service of the fiscal year 1906, we will say, that includes all of your service up to the 1st of July, 1906. Now, for the year 1907 you submit your estimates for the expenses of your entire service, and why do you not the appropriation made for the fiscal year on the basis of your estimates provide for the service for that year, leaving the appropriation for the coming fiscal year to take care of the service from the beginning of that new fiscal year on up to the next? What is the necessity of duplicating appropriations for the same service for the same fiscal year? I do not get your idea in regard to the necessity growing either out of the service or the method of bookkeeping.

Mr. TAYLOR. I can say that I do not understand your practice except that your statement of it is a practical admission that you use the money appropriated for 1907 to pay for work done in 1906 that ought to have been provided for out of the appropriation for 1906.

Mr. WALCOTT. Take the Topographic Branch. We will have 60 parties in the field. We can not estimate down to a few dollars just what they will spend up to the 1st of July, their aggregate expenses being over \$1,000 per day. We send them into the field and tell them this money is appropriated, and they are expected to spend so much money during that field season from the spring, in April or May, until they come back in November. They must plan their work



intelligently, and know how much they are to have during that period.

We send out 60 parties, and we invariably find that while they can estimate quite closely, there will be emergencies arising—the death of animals, the breaking of instruments, and so forth—from the fact that the work, though not hazardous, is full of contingencies, and in the aggregate \$15,000 more may be expended than we anticipated they would spend. If we can not use any money until the 1st of July we have got to keep these men in Washington until the money is available on the 1st of July and then send them out. I have known, between the eighties and nineties, before this system was introduced, when we would have 50 men here in the city waiting in that way.

Mr. TAYLOR. That could be provided for by a deficiency.

Mr. WALCOTT. We want to avoid a deficiency. That is why I ask this to be done. It is simply what I consider a more business-like way, rather than let a technicality interfere with business methods.

The CHAIRMAN. Take the case you cite. This method of appropriating obviates the necessity of careful estimates. You do not have to be careful to estimate how much will be required. You first start out to estimate or lay out your work. When do you do that—at what time of year—for the next season?

Mr. WALCOTT. We lay out the work just as soon as we have an idea what the appropriation is going to be for the succeeding fiscal year.

The CHAIRMAN. You have not got your work laid out for the fiscal year 1907, have you?

Mr. WALCOTT. We have it so well in mind that if we knew tomorrow what we are going to have we can plan and start the parties out in a few days. It is all contingent, of course, upon the appropriations being made.

The CHAIRMAN. You have your plans made out now, contingent upon the appropriations being made?

Mr. WALCOTT. Yes, sir.

The CHAIRMAN. Those plans necessarily contemplate the employment of so many men?

Mr. WALCOTT. In our regular force salaries are provided for up to the 1st of July.

The CHAIRMAN. I mean in your field force; and you know from your experience in the past about how much the incidental expenses—the expenses incident to that work—have been and will be in the next fiscal year?

Mr. WALCOTT. Yes, sir.

The CHAIRMAN. When you start out your force in the spring of 1906, we will say, in the event Congress should not appropriate an amount for the fiscal year 1907 sufficient to continue the work on the basis planned, why could you not, to avoid a deficiency, curtail the plans of operation which you had originally laid out on the basis of the appropriation of 1906?

Mr. WALCOTT. We do do that. For instance, when Congress has gone over in its session past the 1st of July into the next succeeding fiscal year, and the appropriations are made on a ratio of the previous year's appropriations, where it goes over thirty days we would have one-twelfth of those appropriations, and the appropriations of that amount that you gave to meet expenses would be much less, because

it would be distributed over twelve months instead of five months; and then we have to limit our field work simply to what we receive, and then stop work.

The CHAIRMAN. You do not have to apportion your appropriation in equal monthly installments?

Mr. WALCOTT. Not in the fieldwork. We do for the salaries.

The CHAIRMAN. The only real advantage that I can see to the Department is to obviate the necessity of a careful estimate of what would be needed for the coming fiscal year; because you know in advance that, if this appropriation is made immediately available, you will have what is appropriated for the next year for use during the remainder of this fiscal year, and therefore there is no necessity for exercising the same degree of care for what is required. The question in my mind is whether that will not lead to more extravagant expenditure than there would be otherwise.

Mr. WALCOTT. I do not see how it can lead to extravagance.

The CHAIRMAN. Because you would have all the money you want.

Mr. WALCOTT. No, sir; we have not had all the money we wanted for many years.

I will say that at the present time the pressure for topographical work in all sections of the country is such that when we come to make up the plans for the parties we take off \$50 here, and \$100 there, and \$200 in another place, in the attempt to make up enough to send out another party to meet the demand. We want to get as much work and good work as the money will cover. Oftentimes the appropriation is carried in the Urgent Deficiency bill in the long sessions of Congress, in order to pursue the investigation into the mineral resources of Alaska.

#### ALASKA—INVESTIGATION OF THE MINERAL RESOURCES.

The CHAIRMAN. You also carry it in this bill. I recall there was an item for that object on the Urgent Deficiency bill passed last February; and that being the case, it should not be reappropriated in this bill.

Mr. WALCOTT. It was appropriated, and it is not to be reappropriated in this bill. We do not ask for it again. The estimate is made in the Book of Estimates under the Survey appropriations.

The CHAIRMAN. I understood in the hearing on the Urgent Deficiency bill, when you were before the committee, that it could be dropped out of this bill.

Mr. WALCOTT. It was in the estimates. I had nothing to do with the making up of the estimates.

The CHAIRMAN. It is in the estimates "for continuation of the investigation of the mineral resources of Alaska, \$80,000, to be available" during the fiscal year 1907.

Mr. WALCOTT. I have made this memorandum in the book here: "Made in the Urgent Deficiency bill" where it is stated here, on page 143.

Mr. TAYLOR. That does not go into this bill here?

Mr. WALCOTT. No, sir. That is already made. I am not asking that it be made again.

Mr. SULLIVAN. That \$80,000 goes out?

Mr. WALCOTT. Yes. That is already made in the Urgent Deficiency bill.

The CHAIRMAN. How long has it been since you have had this appropriation made immediately available?

Mr. WALCOTT. I do not recall. I should say six or seven years. It may be longer. I do not recall the exact year when it was done. I found that I could plan more intelligently and more economically in getting results from the season's work by knowing in advance what I had for the full season than where I was in doubt.

#### TOPOGRAPHIC SURVEYS.

(See also pp. 472, 481.)

The CHAIRMAN. Where does this pressure you speak of for topographic work come from?

Mr. WALCOTT. It comes from all sections of the country. Largely from Members of Congress and Senators on account of their constituents. We have on file now for 1906 dozens of formal requests by them, backed by petitions from city officials, county supervisors, mining and water-power engineers. It comes also from State geologists, State engineers, governors of States, forestry commissions, railway and mining engineers, water supply and sanitary commissions for cities and States. Also from executive departments of the Government. Often from the Post-Office Department in connection with rural free-delivery routes; the War Department and the Department of Agriculture.

The CHAIRMAN. From whom—the State?

Mr. WALCOTT. It comes from the States, and from individuals, and from people who are interested in all types of development. Several engineers were in the office this past week asking for topographic surveys here in Georgia [indicating on map]; surveys both of their water supply, questions as to the development of their water supply, and of their mineral deposits, in this area in western and central Georgia. At the same time, within a week—

#### GAUGING STREAMS.

(See also p. 467.)

The CHAIRMAN. Right there let me say, Mr. Walcott, that a member of Congress from Georgia told me the other day that you had a man down there supposed to be making an investigation as to the flow of water—

Mr. WALCOTT. Gauging streams?

The CHAIRMAN. Yes, gauging streams; who was doing practically nothing, and the people down there can not understand what the purpose of an investigation of that kind is when the streams are of no consequence.

Mr. WALCOTT. I can prepare a statement very quickly if desired, showing just exactly what he is doing, and where and what it is for.

The CHAIRMAN. Has he got any assistants?

Mr. WALCOTT. The gentleman, I think, to whom you refer has charge of all river-gauging stations in the southern end of the Appalachian region. The gauge readers are men employed very often as

bridge tenders at railroad crossings and rivers, where they are paid \$5 a month to read the gauges two or three times a day. Other people who have sufficient intelligence and are living near the gauging station are employed as gauge readers. The business of that gentleman you refer to is to visit the gauging stations, make meter measurements of discharge, collect general hydrographic data, see that the gauges are running properly, and that the gauge readers are doing their duty and are reading the gauges correctly.

The CHAIRMAN. What governmental purpose does that subserve?

Mr. WALCOTT. That serves the purpose of obtaining data in regard to flow through a succession of years on rivers running through many States, as several of them do, thus collecting information in regard to the water available for power or other useful purposes.

Take, for instance, the flow of the rivers running southward and eastward from the Appalachian range: If we can get the run-off for ten years an engineer can then estimate the high and low water flow and the possible power development; what would be necessary for storage, to supplement the low water run-off, and solve questions affecting the development of the industries of the region or section concerned.

Mr. SULLIVAN. The total run-off, you mean, in gallons?

Mr. WALCOTT. In second-feet, that being the unit of measurement in general use. This, of course, can be reduced to gallons.

Mr. SULLIVAN. That kind of test, Mr. Chairman, it seems to me, would relate to the variability of water power on the stream.

Mr. WALCOTT. These data show the variability of water available for power throughout the year on any stream or branch of a stream. The enormous development and utilization of electric power make these data very important. Then I find another thing, Mr. Chairman, that gaugings made by the Government—and we are publishing this year 14 pamphlets containing the results of stream measurements in various sections of the United States—are accepted by engineers everywhere as reliable. Gaugings made by a private individual, on the other hand, are not generally accepted, because he may be influenced by considerations which would not affect the Government official.

Mr. SULLIVAN. That is, the disinterestedness and the large amount of data available to the Government make their reports more valuable?

Mr. WALCOTT. Yes. In a given district like this in Georgia and northern Alabama [indicating on the map], and running into South Carolina, there are 34 gauging stations. Our district hydrographer and his assistants, working from the Atlanta office, attend not only to these, but to 22 more in North Carolina and Tennessee. If one man is not reading rightly, or not reading at all, or is putting down figures improperly, it is very quickly found out by the fact that his figures do not agree with the general average of the figures of the country surrounding.

The CHAIRMAN. But the final result is for the benefit of the State and private interests of the State?

Mr. WALCOTT. It is for the general development of the country.

The CHAIRMAN. Why should not the State itself carry this on?

Mr. WALCOTT. One State—the State of Georgia—might carry it on if it had the necessary skilled men and men with the knowledge and

desire to do it; but where you have these interstate streams running from one State to another, one State does it and another does not, and the work is not of value to the development of the country.

The CHAIRMAN. Is there a navigable stream in Georgia now, for instance, that you are taking these gauges of?

Mr. WALCOTT. No; the gauges are in the upper course of the streams.

The CHAIRMAN. The Government has no control over the water?

Mr. WALCOTT. No; not until it reaches navigable streams. Army engineers are making a number of these streams navigable by a series of dams——

The CHAIRMAN. And locks?

Mr. WALCOTT. Yes; and all that information is eagerly sought by engineers who have charge of the development of these works which are under Government appropriation.

Mr. SULLIVAN. Now, is there any other purpose for the gauging of streams except that of influencing the judgment of private investors and furnishing some other information to engineers?

Mr. WALCOTT. It is important in its relation to municipal water supply. Take, for example, the city of New York, and all our large towns and cities that are reaching out for municipal water supply.

Mr. SULLIVAN. But that is for a purpose purely local?

Mr. WALCOTT. Yes.

Mr. SULLIVAN. I do not quite catch your observation about the Army engineers, and so forth.

Mr. WALCOTT. I said that the Army engineers, where they were developing navigation in rivers in the South by a series of locks and dams, found our reports valuable as giving a basis upon which to calculate the maximum and minimum supply of water in those streams.

Mr. SULLIVAN. In what way would your reports be of assistance to them?

Mr. WALCOTT. By determining the amount of water that annually runs off during a series of years. The important thing in that problem is the minimum amount. If they plan their work on a few rainy years while going on with their work, there may come along a few years of minimum rainfall—lean years—in which their work would be of little value, as the water would be too low for navigation. I wish I had an engineer here to explain the details of this to you.

The CHAIRMAN. Go on and explain where this pressure comes for topographic work done by the Geological Survey. I interrupted you when you started to tell it.

Mr. TAYLOR. Before he goes on I want to ask him one question: Of what cost to the Government is this gauging?

Mr. WALCOTT. This gauging is carried on for the entire United States, and I have here a map showing its distribution.

Mr. TAYLOR. Does it not cost \$200,000?

Mr. WALCOTT. That \$200,000 is used for the gauging of streams, the determination of underground water supply in the way of artesian water, especially in the plains of the West, and in fact in all localities where underground water supplies can be obtained.

We began a number of years ago an investigation of the artesian-water supply of what we call the Atlantic Coastal Plain, starting in New Jersey and carrying it on down to Florida. We found from

geological studies that the intake of water in sandstone in this locality is right in the city of Washington. Go to the west of Washington and you do not find any sandstones bearing water, but go to the east and you do find them.

This investigation was carried on, I think, for three years, and then maps were published and the data given, indicating the depth to which they must bore for water over large areas from New Jersey south to Florida; and if you go there to-day you will find thousands of artesian wells supplying water for drinking purposes, very largely in districts that were formerly fever infested and malarious, which are now supplied with pure water, and those troubles have ceased. That is a direct return from this single investigation of possible underground water supply. That same thing is now being carried on in relation to the Great Plains.

Mr. SULLIVAN. Were they malarial by reason of drinking a bad surface-water supply?

Mr. WALCOTT. The water runs to the coast from the mountains—the Appalachians—and then runs for many miles through swamps and flats and low country, and it is pretty bad by the time it gets to the lowlands. The Cotton Islands now have an artesian water supply, where before they had only rain water, caught in cisterns and other receptacles.

Mr. TAYLOR. And the health of the people has been very much improved by that investigation.

Mr. WALCOTT. That statement has been given to me. I do not know it personally.

The CHAIRMAN. When was this policy of gauging streams inaugurated?—

Mr. TAYLOR. And when is it likely to stop? [Laughter.]

The CHAIRMAN. The first question is much more easily answered than the second. [Laughter.]

Mr. WALCOTT. The work was started in 1894, when an appropriation of \$12,500 was made—

Mr. TAYLOR. In 1895—

The CHAIRMAN. It has grown in seven years to \$200,000—

Mr. WALCOTT. And then it was increased up to the present time. The idea originally was in regard to the water supply for irrigation in the West more largely than for any other purpose.

Mr. TAYLOR. Has this arid land reclamation grown out of that?

Mr. WALCOTT. To a large extent. The appropriation started at \$12,500, and gradually increased to \$200,000, and in 1902, when the reclamation or irrigation act was passed, the data for inaugurating large irrigation enterprises had been collected as the result of the expenditures from this fund upon gauging streams and determining the water supply of the West.

Mr. Chairman, I have here a rather short statement of the purposes of this expenditure of \$200,000. If you have no objection, I would be glad to put it in the record. It is more concisely stated than in this discussion.

The CHAIRMAN. Very well.

Mr. WALCOTT. Here it is:

*Classification of expenditures during fiscal year ended June 30, 1905.*

	Services.	Expenses, supplies, and equipment (consolidated).	Total.
Topographic surveys .....	\$190,901.66	\$115,279.86	\$306,181.52
Geologic surveys .....	118,743.29	35,156.79	153,900.08
Mineral resources of Alaska .....	46,517.88	29,511.60	76,029.48
Salaries of scientific assistants .....	29,900.00		29,900.00
Skilled laborers and various temporary employees .....	19,941.42		19,941.42
Paleontologic researches .....	7,402.59	1,849.11	9,251.70
Chemical and physical researches .....	16,013.55	3,637.03	19,650.58
Preparation of illustrations .....	13,258.25	4,443.64	17,706.89
Mineral resources of the United States .....	44,034.36	5,679.06	49,808.42
Books for the Library .....		1,759.04	1,759.04
Gauging streams, etc. ....	128,341.86	51,514.99	179,857.50
Salaries, Office of Geological Survey .....	32,281.50		32,281.50
<b>Total .....</b>	<b>646,337.01</b>	<b>248,426.12</b>	<b>894,763.13</b>

*Itemized statement of expenditures from the appropriation for gauging streams, etc., during fiscal year ended June 30, 1905.*

Services .....	\$128,342.91
Traveling expenses .....	30,489.98
Field expenses, materials, subsistence, and supplies .....	15,472.01
Instruments .....	1,813.79
Laboratory material .....	651.88
Photographic material .....	366.00
Books and maps .....	91.00
Stationery and drawing material .....	668.63
Office supplies, equipment, and repairs .....	1,158.99
Correspondence (telegrams) .....	173.10
Freight .....	192.14
Passenger transportation .....	437.08
	<b>179,857.50</b>

HYDROGRAPHY, HYDROLOGY, HYDRO-ECONOMICS.

In 1902 the hydrographic branch of the Survey was organized from what was formerly known as the division of hydrography, and the newly created reclamation service was made a part of this branch. The investigations assigned to this branch were specialized into the division of hydrography, which measures the surface flow; the division of hydrology or hydro-geology, which studies underground waters; the division of hydro-economics, which examines the quality of the waters and the reclamation service, or corps of engineers engaged in locating reservoir sites and constructing large works for irrigation purposes.

Study of the water power and resources of the country prior to 1901 laid the foundation upon which extensive investigations since that time have been based. These investigations are designed to give information concerning latent resources, the utilization of which will greatly benefit the country. Each year since 1901 several million dollars have been invested in power plants and mills which would not have been erected in the absence of the official data concerning the amount of water which could be depended upon for such purposes.

The development of water powers has been most important in the Appalachian region of the South, but even as far north as Maine there has been great activity. Investors and engineers have sought for every scrap of information upon which they could base plans for larger utilization of the waters that were running to waste.

One of the principal uses of the hydrographic work has been the demonstration of the water power value of southern rivers. Prior to the time of starting this work it was the general impression among engineers and capitalists that these streams were wholly unfit for power purposes, and no large development

was carried on until after the data collected by the Geological Survey became available. Among the notable developments since that time may be mentioned the following: Chattahoochee River at Bull Sluice, above Atlanta, Ga.; Chattahoochee River at Gainesville, Ga.; Yellow River at Conyers, Ga.; Oconee River at Milledgeville, Ga.; Tallapoosa River at Tallassee, Ala. These and many other developments are bringing the Southern States into prominence as manufacturing districts.

In the Middle West, particularly in the Mississippi Valley, water power has been of less relative importance; but here the pressing questions relate to the quality as well as the quantity of the water available for industrial purposes and for domestic and municipal supply. Great industries, such as paper making, are dependent upon securing an adequate supply of water of good quality, and as the wave of manufacturing has swept down the Ohio Valley it has given rise to a large number of questions concerning the water which may be had from surface or underground sources. The hydrographic investigations have disclosed facts by which manufacturers have been able intelligently to consider the extension of their operations and by which communities have been satisfactorily guided in obtaining a sufficient supply of potable water.

In the arid or semiarid West, embracing nearly one-half of the United States, nearly all land values rest upon water, and here the systematic investigations of the Geological Survey have been of even greater value than in the East. The reclamation of the arid lands by means of irrigation has been greatly stimulated by the figures obtained in relation to river flow, and many private enterprises, especially those on a small scale, have been rendered possible by the knowledge gained respecting the behavior of the streams.

During 1903 the work of all these divisions, and particularly of the reclamation service, was extended so as to cover investigations in all the States and Territories, the matters of largest industrial or economic importance receiving most attention. Reports on the various subjects were printed and sent to inquirers, and many hundreds of letters requesting specific information on particular points were answered.

During 1904 and 1905 the work of the hydrographic branch has followed along the lines indicated above, and as a result of larger experience additional information has been obtained with even greater economy than in the past.

The correspondence has greatly increased and general inquiries are being answered as far as practicable by brief printed reports, prepared to cover the points of greatest interest to water users. In the three years including the spring of 1904 the maximum results of this organization have been achieved.

#### TOPOGRAPHIC SURVEYS (CONTINUED).

(See also p. 481.)

Mr. WALCOTT (continuing). Mr. Chairman, speaking about topographic work, many applications have come in from Tennessee and Kentucky. We have surveyed a large area here in eastern Tennessee [indicating on map]. There are areas east of Nashville and Columbia, and the Waynesboro sheet in Tennessee, between the area surveyed in eastern Tennessee and the central belt, which are supposed to contain mineral values in the way of oil and gas, and we have been in receipt of a great number of applications by way of petitions, and also several Members of Congress have come to us with applications for their people, for the surveying of that particular area.

Mr. BROWNLOW. How about the survey in Tennessee of Cumberland Gap, between Claiborne County in Tennessee and Bell County in Kentucky? What I want to know is whether there has been a survey of that locality in Tennessee next to Cumberland Gap?

Mr. WALCOTT. It has not been fully resurveyed.

#### COOPERATION WITH STATE GEOLOGICAL SURVEYS.

The CHAIRMAN. Mr. Walcott, has the State of Tennessee a State geologist?



Mr. WALCOTT. No, sir. The State of Kentucky has. Professor Norwood was appointed last year.

The CHAIRMAN. They have one in Tennessee, and in most all the States.

Mr. WALCOTT. I do not know of any in Tennessee at the present time, although there may be one.

Mr. BROWNLOW. We had a State geologist who has published a book.

Mr. WALCOTT. He has grown very old, and they have not appointed anybody in his place. They have one in West Virginia, one in North Carolina, one in Maryland, one in South Carolina, one in New York, one in Alabama, and one in Georgia. In fact, twenty-five States have State geologists.

Mr. SULLIVAN. Is there one in Massachusetts?

Mr. WALCOTT. I do not think so.

Mr. SULLIVAN. I never heard of him.

The CHAIRMAN. Are we duplicating the work of State geologists?

Mr. WALCOTT. No; we are cooperating with them and with States where there is no State geologist.

The CHAIRMAN. Will you explain how this cooperation is carried on? To what extent do we cooperate?

Mr. WALCOTT. In the State of West Virginia, for instance, the State appropriates \$20,000 a year for the maintenance of the geological survey and for the payment of a portion of the field expenses of topographic work.

The CHAIRMAN. They turn it over to the State geological survey?

Mr. WALCOTT. They turn \$15,000 of it over to the United States Geological Survey, and the State survey pays the field expenses to the extent of \$15,000 of our topographic work.

The CHAIRMAN. Does the Government of the United States contribute any portion to the work of that survey?

Mr. WALCOTT. The Government of the United States is carrying on the topographic work in that State, and we have full control of the topographic work and contribute an amount equal to that contributed by the State.

The CHAIRMAN. My question is this: While the State of West Virginia spends \$15,000 in the making of a topographical survey of that State, what amount is the Government of the United States expending on it, and how is it expending it in connection with the work done by the State survey?

Mr. WALCOTT. The Geological Survey in its topographic force spends \$1 for each dollar that is contributed by the State. That is, the money contributed by the Survey goes to pay the salaries of the technical force of topographers and field force to the extent that the State amount does not provide for.

The CHAIRMAN. When you speak of "the Survey" you mean the United States Geological Survey?

Mr. WALCOTT. Yes, sir. In other words, if the State contributes \$15,000 we keep a book account, and we charge against the account the salaries of the topographers for the year they are engaged in that work, and we charge against the State the expenses for field work incident to the making of surveys for the topographic map, and to the extent that we send vouchers to the State for payment we transmit an

equal amount to our disbursing office for payment from Government funds.

The CHAIRMAN. And that same practice obtains in every State where they have a geologist and an appropriation for a topographic survey of the State?

Mr. WALCOTT. Sometimes a State is represented by a commission. In the State of Pennsylvania they have a commission of three, appointed by the governor, but they have no State geologist. It may be a State engineer, as is the case in New York. In other words, it is an official representing the State.

The CHAIRMAN. I mean the proportional amount contributed by the Government and the State, in the State where you are making this topographic survey, is on the same basis as you have mentioned with respect to West Virginia, wherever the Government duplicates it, dollar for dollar?

Mr. WALCOTT. Yes; or vice versa. If the Government puts up a dollar the State meets it.

I have here a statement of the topographic surveys and the amount contributed by each State, the area mapped, and the total cost under these various arrangements; also a statement of the benefits derived from this cooperation.

The CHAIRMAN. You can submit that to the stenographer.

Mr. WALCOTT. Here it is:

#### COOPERATION IN TOPOGRAPHIC SURVEYS.

The idea of cooperation in public surveys between the Federal and State governments originated in connection with the plan to make a topographic map of Massachusetts. The cooperative survey of Massachusetts was commenced in 1885 and completed in 1888.

At the time of commencing the cooperative survey of Massachusetts the State of New Jersey was engaged in making a topographic map of its area. Attention being attracted to the Federal cooperation with Massachusetts, arrangements were made whereby the Federal survey took up the work and carried it to completion in 1887. Since that time appropriations have been made by a number of States.

The table following shows the States in which cooperative surveys have been completed or are in progress. The scale of all work completed under cooperation, except that in California, is 1:62,500, and the contour interval is from 10 to 20 feet. In California some areas have been surveyed on the scale of 1:125,000 with 100-foot contours, and some special maps have been made on the large scale of 2 inches to the mile with contour intervals of 5 feet. In the column "Area mapped," only those areas mapped since the inception of cooperation are enumerated:

#### *Cooperative topographic surveys in various States.*

State.	Area.	Area mapped to April 30, 1906.	Total cost to June, 1906.	Appropriated by State to June, 1906.
	<i>Sq. miles.</i>	<i>Sq. miles.</i>		
Alabama.....	52,250	3,456	\$26,500	\$5,000
California.....	158,360	2,699	70,000	35,000
Connecticut.....	5,047	All.	48,565	25,000
Illinois.....	56,650	1,430	20,000	10,000
Kentucky.....	40,000	1,399	33,000	16,500
Louisiana.....	48,720	1,110	7,500	2,500
Maine.....	33,040	2,814	36,400	18,200
Maryland.....	12,210	9,884	77,500	32,550
Massachusetts.....	8,315	All.	107,845	40,000
Michigan.....	58,915	1,784	18,400	6,700
Mississippi.....	46,810	196	2,800	1,400
New Jersey.....	7,815	All.	54,744	19,670
New York.....	49,170	35,687	499,788	208,100

*Cooperative topographic surveys in various States—Continued.*

State.	Area.	Area mapped to April 30, 1906.	Total cost to June, 1906.	Appropriated by State to June, 1906.
	<i>Sq. miles.</i>	<i>Sq. miles.</i>		
North Carolina.....	52,260	4,028	\$45,027	\$21,027
Oklahoma.....	59,080	866	10,000	5,000
Ohio.....	41,080	15,122	242,800	121,400
Oregon.....	98,080	664	5,500	2,500
Pennsylvania.....	45,216	11,080	224,000	112,000
Rhode Island.....	1,250	All.	9,732	5,000
Texas.....	265,780	1,620	.....	5,000
West Virginia.....	24,780	6,964	150,000	75,000
Total.....				768,497

METHODS OF COOPERATION.

In the establishment and conduct of cooperative surveys certain methods which have been developed through an experience of eighteen years are followed.

The Director is requested by citizens of a State which may be interested in procuring topographic surveys to inform them as to his ability to accept such offers of cooperation as the State may be prepared to make, it being understood that efforts to secure cooperation must originate with the residents of the State. This Survey furnishes such information concerning the details of previous cooperative arrangements as may be sought, and in other ways assists the State officials and legislators to attain the object desired by them. The State legislature usually enacts legislation providing for a cooperative survey to be conducted under the supervision of a State official or commission, who (1) shall have control of the expenditure of the money appropriated; (2) shall make agreements with the United States Geological Survey as to the methods of conducting the work, and (3) shall recommend the order in point of priority in which various portions of the State shall be surveyed.

It is invariably stipulated that the field operations shall be under the supervision of the Director of the Geological Survey. This Survey furnishes expert assistants, who take charge of the work, and who discuss the results for publication or draft the manuscript maps. All details of the work are performed by them under rules and by methods which experience has shown to be the most economical and judicious, and which tend at all times to maintain a uniformity of treatment for the whole of the United States.

The United States Geological Survey accepts the recommendations of the State officials for the employment of such temporary assistants as may prove qualified for the work, thus insuring the employment of residents of the State so far as practicable. The law usually specifies that a sum equal to that appropriated by the State shall be expended in the same time by the United States Geological Survey.

BENEFITS FROM COOPERATION.

The Federal Survey benefits by the great increase in funds available for the extension of its legitimate operations. This Survey is charged with the duty of making a topographic and geologic map of the entire area of the United States, as well as of studying its water resources and reporting on its other economic products. The expense of this work to the Federal Treasury is reduced by the amount appropriated by the various States for cooperative surveys. To date this amounts to \$768,497.

All agreements for cooperation being on the basis of equal expenditure, they necessarily reduce by one-half the cost to the Federal Government of conducting its operations. An additional benefit from cooperation is the hastening of the completion of the topographic map, which thus renders it available at an earlier date as a base for the further studies of economic resources, geology, hydrography, and the classification of lands.

From the experience gained certain conditions essential to the success of cooperation have been established. All work which is in part paid for by the Federal Survey and which may be published by it or on its authority must be controlled by the Director. He selects assistants to perform such work, or

approves their selection. In its execution the work is subject to the supervision and approval of the appropriate chief of division of the Federal Survey. All agreements for cooperation are drawn in such manner as not to conflict with the organic law of the Survey in regard to collections, furnishing information, or giving expert testimony.

One important point to be considered in all such work is that the general plans and methods of the Federal Survey can not be set aside on account of State cooperation.

At the present time the funds available for cooperation are so limited that its further extension is dependent on increase of appropriations by Congress.

It is against the policy of the Survey to stop work on important areas or subjects in order that cooperation with individual States may be extended. The Director is willing to enter into a cooperative agreement only when the interests of the country as a whole will be benefited.

The appropriations made by the States for cooperative surveys are accepted chiefly for actual field work in which are included the services of temporary employees, who are usually residents of the State, and for the living and traveling expenses of the field force. It may be used in paying office salaries only in so far as it is necessary to equalize the expenses of both parties to the cooperation. Thus the larger part of the amount appropriated by the State is returned to the people thereof.

The appropriation of the Federal Government is devoted chiefly to paying the salaries of the permanent employees, a small portion of it being expended on general administration and a considerable portion on field and office work.

All the assistant surveyors, as levelmen, transitmen, etc., and such helpers as rodmen, teamster, and cook, are employed under regulations of the Department of the Interior, in the locality in which the work is being done and under the terms of a signed application and agreement, which they must file when seeking such employment.

The CHAIRMAN. I would like to ask you, Mr. Walcott, for the purpose of getting at the real reason for appropriating money out of the Federal Treasury for these topographic surveys of States: How are the people of Minnesota, for example, interested in a topographic survey of the State of Tennessee? Or how are the people of New York interested in a topographic survey of Missouri or any other far-off State, that they should be taxed for the purpose of making these State topographic surveys?

Mr. WALCOTT. I should say that would come under the clause of the Constitution providing for the general welfare. [Laughter.]

The CHAIRMAN. How are they benefited?

Mr. WALCOTT. This statement will answer that inquiry:

#### OBJECTS AND USES OF TOPOGRAPHIC MAPS.

Among other uses of the topographic maps are:

1. *Educational.*—(a) By promoting an exact knowledge of the country; (b) by serving teachers and pupils in geographic studies.

2. *Practical.*—As preliminary maps for planning engineering projects. Highways, electric roads, railroads, aqueducts, and sewerage plants may be laid out on them, and the cost of preliminary surveys may be saved. Areas of catchment for water supply, sites for reservoirs, and routes of canals may be ascertained from these maps.

3. *Political.*—In all questions relating to political or legislative matters. For these purposes they afford accurate information as to the relations of boundaries and towns to natural features.

4. *Administrative and military.*—In all questions relating to Federal or State administrations of public works, as canals, reservations, parks, highways, and as military base maps on which to plan works of offense, defense, camps, marches, etc.

5. *Statistical.*—As base maps for the graphic representation of all facts relating to population, industries, products, or other statistical information.

6. *Economic.*—As a means for showing the location, extent, and accessibility of lands, waters, forests, and valuable minerals. In this respect these maps are indispensable to State and Federal bureaus, and to owners, investors, and corporations.

## EXTENT OF TOPOGRAPHIC SURVEYS.

During the last three years, from January 1, 1903, to December 31, 1905, inclusive, the Geological Survey has conducted topographic mapping in 45 States and Territories; and of those in which no work has been done, Connecticut, District of Columbia, Massachusetts, New Jersey, and Rhode Island have been completely mapped. In California these surveys have, during the period named, covered 7,698 square miles; in Ohio, 10,034 square miles; in New York, 6,823 square miles; in Pennsylvania, 4,063 square miles; in West Virginia, 4,208 square miles; in Washington, 4,071 square miles; in Arizona, 4,307 square miles; in Nevada, 8,609 square miles, and in other States smaller areas.

The total number of square miles mapped during the three years above named was 99,820, an area as great as all of the New England States, New Jersey, Maryland, and West Virginia combined, or nearly as great as the whole of Austria, or of Italy, or of the United Kingdom. The map thus made shows every detail of every stream, however small; the positions of rapids, falls, and still waters on the larger streams; the length, bends, and other details of roads, including neighborhood roads, however little used, and every house. It shows, also, the slopes and grades of the surface of the land, and thus serves all the purposes of preliminary studies for railways, improved highways, city water supplies, sanitary improvements, etc.

Moreover, being made on so large a scale that a distance of 100 feet is readily perceptible on the map, it furnishes a basis from which all other maps, county, State, or of miscellaneous subdivisions, can be prepared.

Besides the work above described, the Survey has furnished much information to the Department of Agriculture concerning forest conditions in areas proposed for forest reserves.

In connection with the running of lines of levels for determining slopes, the Survey establishes permanent marks, called benchmarks, which furnish a foundation upon which all other surveys for industrial or public uses may be based. During the last three years there have been run 92,905 linear miles of accurate spirit levels, in the course of which 5,920 permanent benchmarks of metal have been established.

As a basis for the horizontal control of these surveys a careful geodetic triangulation, supplemented by lines of primary traverse, has been conducted, during the last three years, over an area of 131,240 square miles, distributed through portions of 42 States and Territories. This work has resulted in determining the geodetic positions of 8,758 points, of which 1,676 have been permanently marked by metal tablets or stone monuments. To these may hereafter be referred all future surveys for either political or property boundaries, or for other public or private uses.

Incidentally, during the time mentioned there have been made detailed surveys on a larger scale, showing more minutely the surface relief and the topographic features of areas aggregating 2,865 square miles, distributed widely through the Western and Southern States, for the purpose of affording the geologists base maps on which they can delineate in greater detail the geologic formations, with a view to aiding in the development of the various mining industries of the country.

There have also been made careful surveys, including lines of levels, showing the slopes and grades of 1,043 miles of the rivers of the country.

The results of the primary triangulation and the spirit leveling, including descriptions of the bench marks established, have been published in bulletins, for which there is a great demand from railway and city engineers and others engaged in making surveys for various purposes.

With the data resulting from the standard topographic surveys made during the three years from January 1, 1903, to January 1, 1906, there have been prepared 303 atlas sheets, and 324 have been engraved and published. As an indication of the demand for these maps it may be stated that since January, 1903, to January, 1906, there have been sold, at the price fixed by law, 1,007,280 copies of the atlas sheets thus prepared by the Geological Survey, and the proceeds have been covered into the Treasury.

I want to correct one statement. In some cases in the past these payments have not been dollar for dollar. Sometimes the States have expended less than we have; but the general system is to pay dollar for dollar. The table does not always indicate how much money was spent before cooperation by the State was begun.

SATURDAY, April 14, 1906.

COOPERATION WITH STATE GEOLOGICAL SURVEYS (CONTINUED).

The CHAIRMAN. Mr. Walcott, when we closed the hearing last evening we were considering the appropriation for topographical surveys, \$350,000, on page 140 of the bill. You described last evening the system of Federal cooperation with the States in the making of these topographical surveys, in which you stated that, taking West Virginia as an illustration, they appropriated \$15,000, turning that over to the Geological Survey and the Government of the United States, and that you contributed or apportioned out of this appropriation an amount equal to the amount appropriated by the State of West Virginia, and with that total amount the surveys were made, and the maps and work incident to the topographical surveys, including the maps, was done. That is a correct statement of the manner in which the Federal Government is cooperating with States in the making of these topographical surveys, is it not? And I want to ask you whether there is any statutory authorization for such cooperation?

Mr. WALCOTT. I think not. The cooperation idea was started as far back as 1884, and has always been reported to Congress in the annual report and fully described in all the hearings, although the cooperation is not quite in that way indicated—that is, the financial part of it. The State does not turn the money over to the Government, but we turn over to the accredited official of the State (the official representing the State in this matter) the vouchers for field expenses, field supplies, and so forth, and they pay them. We do not handle that money at all; it does not come into our possession except as the vouchers are turned over and are settled. The money does not come to us.

The CHAIRMAN. You employ the entire force, do you?

Mr. WALCOTT. We have absolute control of it.

The CHAIRMAN. You fix the salaries?

Mr. WALCOTT. The salaries of our own men are all fixed as stated in the estimates, those of the technical force; and the State officials have nothing to do with that, excepting that if they think the work is not being properly done they have a right to say it shall not go further.

The CHAIRMAN. Is not part of the force employed directly by the Government and appropriated for in this bill, paid by the States through vouchers, and in the manner in which you described?

Mr. WALCOTT. In the sense that we pay two salaries?

The CHAIRMAN. No. Any part of the salaries which you in a detailed statement here, following the appropriation, paid out of the moneys, or paid by the State on vouchers submitted by you to a State official having control of the money appropriated for the topographical surveys.

Mr. WALCOTT. Not to my knowledge. I now recall one instance of a case in the State of Maryland, where our appropriations had reached such a low ebb toward spring that we could not go on with the work in that State unless the State paid a part of the salaries of the men that were sent to the field. In that case the men were fur-

loughed without pay and allowed to go on the rolls as employees of the State. But in no instance is there any mixing up of the salaries. They were furloughed, and practically employed by the State as private individuals.

The CHAIRMAN. Then there is no statute which either authorizes or defines the extent of Federal cooperation in the States in the making of these topographical surveys?

Mr. WALCOTT. Not that I am aware of.

The CHAIRMAN. Is there any comparison, Mr. Walcott, between the Federal cooperation with the States in the making of topographical surveys, and the construction of roads or doing of anything else within the States that pertains peculiarly to the people of the States?

Mr. WALCOTT. I should say not. Not having had a legal training I may say that I can not discuss it from a legal standpoint; but from the ordinary business standpoint I should say no.

The CHAIRMAN. Is there any distinction between the work which the Geological Survey is doing in connection with the gauging of streams and determining water supplies of rivers within the States, and the doing of any work or making any internal improvements within the States other than gauging the streams?

Mr. WALCOTT. We make no internal improvements.

The CHAIRMAN. I mean nonnavigable streams. What I mean is the building of roads, or Federal cooperation in the doing of anything within the States the benefit of which is derived wholly by the people of that State. You indicated yesterday that the gauging of these streams was for the purpose of giving the people of the States information concerning the extent of the water flow in rivers, and it was utilized in connection with the development of water power, and so forth, within the States.

I simply want to know whether there is any distinction between this work in connection with gauging of these streams by the Federal Government and the building of roads or any other internal improvement that might be of a public character within the State, the benefit of which is peculiarly derived by the people of the State.

Mr. WALCOTT. As to the gauging of streams, I would say that the streams are interstate streams, and the gauging in one State, of course, benefits the people all along the line of that stream; but there is no reason that I can see why the mere principle of cooperation should not be entered into in any of the operations of the Survey in a State—that is, in relation to topography or hydrography, the gauging of streams, they all having the same bearing.

Mr. SULLIVAN. I suppose it would rest on the same principle that requires the Agricultural Department to estimate the cotton crop.

The CHAIRMAN. When did this cooperation with the States in the matter of topographic surveys begin?

Mr. WALCOTT. I do not recall the exact date, but it was prior to 1890—in 1884, I believe. I think I gave the stenographer yesterday a full statement of all the cooperation which exists, and the table, I think, will appear in the minutes, showing when it began, and the total amount for each State. I think the first State was Massachusetts, and it came out there through the request of the State board. They were planning to have certain topographic maps made within the State, and they wished to take advantage of the methods and

organization developed in the Geological Survey. They asked if that work could be undertaken in cooperation with the work they were doing in the State. After this cooperation was begun they paid one-half of the cost of mapping the State of Massachusetts.

It was the same way with Connecticut and Rhode Island, and it is now advanced in New York, so that possibly 35,000 square miles out of the 47,000 of the State have been mapped. It is going on in the State of Pennsylvania in the same manner, and in West Virginia, Ohio, and Maryland.

Also to a limited extent in North Carolina, Alabama, and Kentucky. Some States have had a small sum, a thousand dollars or two thousand dollars a year. As I said, in the memoranda which I gave the stenographer yesterday the principles underlying this cooperation, and what appear to be the benefit to the Government in doing that work, and the advantages in carrying it on in that way, are set forth.

The CHAIRMAN. Is there any reason why the States themselves, excepting in the matter of expense, could not make topographical surveys of their own States?

Mr. WALCOTT. The great difficulty in individual States is this: In the first place it requires high skill and men who have been selected by long training to properly do the work. The work starts with triangulation, which requires skill, and extends from State to State across the country without regard to the State boundaries. Then the topographic sketching and the detailed work requires men who must be experts of unusual ability, so that the mapping shall be satisfactory.

Mr. TAYLOR. You did not find those experts even in the older States of Massachusetts and Connecticut?

Mr. WALCOTT. There were very few experts anywhere in the country, and very few topographic maps were made before the National Survey began. To-day I do not know of ten topographers in the United States available outside of the Geological Survey, and most of those are men who have been trained in the Survey and left it for various purposes. In holding examinations for topographic assistants, although the technical schools and universities like Lehigh, Cornell, and the Boston Institute of Technology are training men technically in this work, yet we can hardly get the necessary supply of men who can do this work well.

Of ten men taking the civil-service examination, there may possibly be two or three who will turn out to have the requisite ability and skill to make a good map. They have to give the expression, in the topography on their maps, of the relief of the ground. They have to be accurate; they must have a knowledge of mathematics; and it requires the ability of an artist united with judgment and training, a combination you rarely get.

The CHAIRMAN. The result of this policy, Mr. Walcott, has been to cause the States to depend upon the Federal Government for the doing of this work almost entirely, has it not?

Mr. WALCOTT. The work was not done before the Federal survey started in with it. If you will look at the number of States cooperating, you will see that there are relatively few; and of the thirty States that have State organizations dealing with mining and geology, none of them are undertaking topographic work. It is apparently



not beyond the ability of a State to handle it, but practically they do not appear to be able to do it.

#### TOPOGRAPHIC SURVEYS (AGAIN).

The CHAIRMAN. Do you make topographic maps of the cities?

Mr. WALCOTT. Only incidentally to the survey of the larger area in the progress of making a general topographic map. In only a few instances we made a special attempt to make a city map very accurate; one was Pittsburg and vicinity, in which the city contributed the additional cost of doing it. Another case was the city of St. Louis, prior to the great exposition there, when it was thought to be desirable to have not only the city, but the surrounding country included in the topographic maps of which St. Louis formed a portion. The city of Louisville recently sent a delegation asking if we would furlough three or four of our men this spring to make a topographic map of the surroundings of Louisville, they to pay all expenses, including their salaries, in order to get a detailed topographic map suitable to base their sewerage system upon. They did not feel that they had the men, or that they could well get the men, that would do that work as well for the city. Of course that is no expense to the Government.

The CHAIRMEN. Were the men furloughed?

Mr. WALCOTT. The men were furloughed, and are now doing the work.

Mr. SMITH. What is the chief utility of a topographic survey, Mr. Walcott?

Mr. WALCOTT. Mr. Smith, I made a full statement of that for the record of yesterday.

Mr. SMITH. I was unavoidably detained away, and could not have the privilege of hearing you. I wanted to ask this, with a view to propounding another question, though I can perhaps proceed to it directly. Is not a topographic survey quite as much or more valuable in the thinly settled mountain States as it would be in the ordinary agricultural regions of the Eastern States?

Mr. WALCOTT. I might illustrate the topographic map in this way. Take a thickly settled community, like New York or Boston or Philadelphia, and the topographic map is used as the basis for operations or improvements both of individuals and of corporations where they wish to know the relief of the ground, the drainage, and the improvements made by man in the way of railroads, building, and all the culture of man. That refers to drainage and municipal water supply as well. Take it in the West, for instance, say in Wyoming. There the topographic maps may be made over a region that is comparatively a desert, having only a few scattered inhabitants, but that map is used as the basis for the geological map, and the two are combined as a basis for determining what may be the underground water supply—the artesian water supply—over that area. Or, if there is coal or oil present it is used as the basis upon which to plat the formations carrying either coal or oil or any other mineral. Without a good topographic map it is utterly useless to try to get the distribution of any mineral, such as coal, oil, or peat, intelligently, so that the engineer can go on and determine the possible supply or the depth.

Mr. SMITH. That brings me right to the question I have in mind. I realize the importance of topographical surveys to cities and urban population, but it seems to me, from your statement, that these surveys would be of perhaps more value in the undeveloped than the developed regions. Yet under your statement of cooperation does it not result in diverting Federal money to those States that are rich enough to be able to bear half of the cost, to the detriment of those newly and partially settled States, where the surveys would be of great importance in the development.

Mr. WALCOTT. If you will look at this map [showing] you will see that a great deal of work has been concentrated in the East in the Appalachian belt. Now, in the State of Pennsylvania there is no question about the enormous mineral wealth. They have expended a million dollars in a geological survey without making topographic maps.

When they asked for this cooperation, that million dollars, as far as practical application in the development of the State is concerned, might as well not have been spent, because without the topographic maps, without the means of locating everything accurately upon the ground, and with only the general statements made in books concerning the mineral veins or the coal or oil deposits, the engineer was left too much at sea, and the capitalist as well, in obtaining accurate information which would enable them to go on in practical development. At the centers of population there are more uses for the topographic maps in many ways than in these larger western semideveloped or populated areas, and the theory has been that where the centers of population occur, where there is the greatest amount of wealth or value, and where the Government receives the most returns, the maps would be of sufficient value to warrant their being practically made under a system of cooperation.

Mr. SMITH. I notice that this survey, as I catch it, absolutely covers Connecticut, does it not?

Mr. WALCOTT. Connecticut paid one-half of the cost, as well as Massachusetts and Rhode Island.

Mr. SMITH. It also appears, for instance, that in my own State the survey does not cover the coal regions, but does cover some other regions.

Mr. WALCOTT. In cooperating with your State, the Geological Survey made the maps where they were requested. In this connection I will call attention to these large squares [indicating]. Those squares equal a square degree. These maps are reconnaissance maps. They cover approximately 4,000 square miles each, while the next smaller squares cover approximately 1,000 square miles each, and the still smaller ones one-fourth of that. It costs as much to make that map, one-fourth the size, as it does the larger maps; but the larger maps are reconnaissance maps, and are not maps in which the surveys would be of benefit for mineral, coal belts, and things of that kind. In Iowa the very recent work is upon the larger scale, a detail map which is of service in the development of your resources.

Mr. SMITH. It is a purely agricultural region, and the mineral regions to the south are not surveyed at all.

Mr. WALCOTT. We are cooperating with the State survey out there to the extent that we asked them where work could be done, in their judgment, that would be of the greatest service to the State.

Mr. SMITH. The main subject of my inquiry was whether or not the great mineral resources of the West, which are fabulous in value and amount, would not be more rapidly promoted by this survey than in any other part of the United States. True it is that Pennsylvania has great coal deposits, but they have been so far discovered, and they are largely developed.

The CHAIRMAN. In Pennsylvania and in many Eastern States which are thickly settled the result of this investigation primarily is for the benefit of the State and the people, while in the West the Government of the United States has a vast domain, and there these surveys would result beneficially to the Government in producing a market for the salable property.

Mr. WALCOTT. This, as you will see [indicating], represents the entire gold area of Nevada, where active development is going on now, Tonopah, Gold Fields, Bullfrog, and all the great gold camps. The precious metals are scattered over a very small area, and the coals and the oils over a very large area. One is usually deposited vertically and the other horizontally. There is not an important mining area in the West that is producing largely gold, silver, or copper but what is mapped, and these maps have been spread over the West at important mining centers and where active development is going on. I will give you an illustration. In Minnesota you will notice there is very little on the map, but those maps that have been made cover the entire iron-producing belt of Minnesota.

The CHAIRMAN. When were those surveys made?

Mr. WALCOTT. In the last six years.

The CHAIRMAN. The iron discoveries caused the making of the surveys?

Mr. WALCOTT. In the last ten years, I will say. Just as soon as the iron ore discovery was announced, then we began to make these maps the next year. They are made in the forests, a great many of them, where it is difficult to make them—where the season is short, but the work was pushed over the entire iron belt. It is represented by this little grouping of maps at the north end. It is mapped around Duluth, and around the cities of St. Paul and Minneapolis. I will say in that connection that the former State geologist of Minnesota requested the national survey not to do any topographical work up to the time that it was begun.

The CHAIRMAN. You made a topographic map of Minneapolis and St. Paul, did you not?

Mr. WALCOTT. Yes, sir.

The CHAIRMAN. At the request of the cities?

Mr. WALCOTT. At the request of the cities. I do not recall the details of it fully, but it was largely from the engineering departments of the two cities in relation to their water supply, and questions that came up in regard to development of the cities.

Mr. SMITH. Does this system of cooperation operate to divert these funds to places where they would not otherwise go; that is to say, if you make a contract with the State of Massachusetts that you will share the expense with them of the survey there, does not that have influence on you to put the money in there—your half of it—when perhaps even not the half would go in there but for the cooperation of the State?

Mr. WALCOTT. Certainly; to put it immediately there. But ultimately we expect to survey the whole country, not only on account of geologic investigations, but also as bases for forestry, water supply, and engineering developments. The cooperative funds furnished by the States enable us to complete those States, and soon free more of our money for use elsewhere.

Mr. SMITH. And therefore this cooperation system tends to divert this money to places where it would not otherwise go, taking it away from places that would otherwise receive it?

Mr. SULLIVAN. In other words, divert it into those places that do not think the work of sufficient importance to defray the whole cost?

Mr. SMITH. I think my question is fair. It seems to me that the Geological Survey is not wholly of value, as I understand it, in surveying something that has been discovered, but for the purpose of throwing light upon the probability of discovery in that neighborhood, is it not?

Mr. WALCOTT. The topographic map does not lead to the discovery of mineral values. The topographic map is the basis of the geological map, and the geological map serves as a basis for the engineer to work out the mineral values. The Government can not prospect for minerals as such; that is, we have no authority to go on the plains east of the Rocky Mountains and make borings or sink shafts to discover lignites that occur there.

If there is an outcrop discovered showing the occurrence of a special mineral, the presence of lignite, or oil, or natural gas, or anything of that kind, indicating that it is probably there, that calls our attention to that neighborhood; but we can not send out prospectors over the country. There are thousands of men prospecting all over the United States constantly, searching for valuable minerals. As an illustration: Platinum we import almost entirely from Russia. Last week a man came into the office bringing a sample of ore, and said, "I think we have platinum in Colorado, in a mine there. We are not sure of it, and we are told by the people where we send our ore that there is no appreciable amount of platinum, but our assayer thinks he finds platinum there, and that we should be on the lookout for it; and will you look into it?" I consider that where we import a mineral, and do not produce it in this country, it is our duty to send one of our experts—not taking this man's statement—but to send a man there to get his own sample and determine, if possible, whether there is a supply of platinum there.

Mr. SMITH. You think the Geological Survey should wholly be secondary and not primary; that is, it should await discovery and then survey the sphere of discovery, rather than by a general survey in advance indicate the discovery hoped for?

Mr. WALCOTT. Take the illustration I gave on the plains. We hear that mineral is supposed to occur there, and such things are known by rumor. Some development takes place, then we send there and have it examined from a geological point of view, and the map showing where it could occur, and where it will not occur, is made, which leads to the development of that region.

Mr. SMITH. When we made geological surveys in our State for coal the purpose was to enlighten the explorer as to where he might look with wisdom. I should think the Geological Survey was not to

indicate a discovery already made, but to indicate the character of the region, so that they may explore the region.

Mr. WALCOTT. It was known in Iowa that coal occurred in certain places, and then a survey was made to limit the area within which they would probably find coal.

Mr. SMITH. The Geological Survey, as it would seem to a nonexpert, ought to have for its principal object the examination of the character of the soils and the development of a region, in order that one might intelligently determine whether it was worth the exploration or not—a mere general guide. If that is the purpose of it, then it is more necessary in the undeveloped portions of the United States than the highly developed portions; and yet the system of dividing the expense tends directly to divert the funds to the thickly settled and wealthy portions of the United States, and away from those portions in which untold development might occur and untold national wealth added.

Mr. WALCOTT. I did not fully carry out my statement of cooperation. The State of California is cooperating with us; I did not mention that. The State of Washington has a bill, as I understand it, now pending for cooperation; and we are receiving inquiries from Oregon in relation to cooperation there. And I think it will not be long before other States will be taking it up.

Mr. SMITH. Those are rich States. The State of Nevada is poor. Now, do I understand that in the diverting of this money by reason of cooperation to richer States, the possibility of the development of Nevada is largely lost sight of, and only those things surveyed where private enterprise has already made discovery?

Mr. WALCOTT. I do not like to put a personal statement in here, but in 1896 I left Carson, Nev., and personally made a reconnoissance down through what is now known as the great gold belt, traveling in the desert for two succeeding summers—one summer six weeks, and the other two months. In the fall of 1896 I gave out a newspaper account—a statement which was published—that that was the future gold belt, and that prospecting would probably be rewarded there more than elsewhere. Also at a banquet given me in the city of Carson, Nev., I made the same statement. Shortly after that (whether from that or not I can not say) prospecting was extended into that region, and soon afterwards these discoveries began to be made. And we send men in that manner, making what we call reconnoissance surveys, in advance of maps, topographic and geologic, and indicating in their reports where it is probable that mineral values will be found as far as they can determine from the geological condition and the reconnoissance.

Mr. SMITH. That shows the great value of that kind of a survey.

Mr. TAYLOR. Do I understand you to say that Nevada has been thoroughly surveyed?

Mr. WALCOTT. Oh, no. The gold field as indicated on the map has been surveyed. The report on the Tonopah district has been published, and that on the Goldfield district is in preparation. The reconnoissance last year was extended out over the desert covering the other known gold belts. There are other mountain ranges crossing Nevada north and south, quite a number of them, and as the result of the discoveries the whole State is overrun with prospectors. We can not send men to examine the whole area of every range.

A range may cover 3,000 square miles, and it may be that a space one-half by one-quarter of a mile in size will contain all the valuable mineral in the range. To endeavor to make an examination of that range to discover that particular area would involve an expense that we could not assume, as in the case of the platinum. As soon as we hear that there has been a probable discovery, we send an expert and try to ascertain whether it is of sufficient value to warrant our work there.

The CHAIRMAN. Now, Mr. Smith's idea, as I understand it, is that the appropriations for topographic surveys of cities and the more thickly populated States tends to divert the appropriations made for this purpose from the section of the country in which the Government itself has a greater interest, as a government, than it has in the Eastern States by reason of the fact that it has land. Its lands are in the West, and it is necessary and desirable for the Government to encourage the population of that part of the country rather than assist private enterprise in the Eastern States.

Mr. WALCOTT. Mr. Chairman, the Geological Survey is, of course, interested primarily in the mineral wealth and development of the country from that point of view, and we have to-day over 50,000 correspondents who are mineral producers. These are scattered all over the United States, and through them we keep in touch with the mineral product and new discoveries and all that is going on in the way of mineral production. Our effort always is to aid in the development of any area, east or west, as rapidly as we can and as thoroughly as we can, and I do not find from the expressions of opinion through the mining papers and through correspondence that any area in the West is being neglected on account of cooperation in the East.

The CHAIRMAN. That may be. If that is so, then perhaps the appropriation for this department—the geological surveys and the topographical surveys—is really more than is necessary from the standpoint of the Government's interest. Of course, from the standpoint of seeking or obtaining information, that will be primarily of benefit to private interests, will it not?

Mr. WALCOTT. May I make another statement? These maps are not only used by our geologic branch in aiding development of mineral resources, but they are used by the Agricultural Department as bases for all their soil surveys throughout the eastern country and all the agricultural regions. They are also used by that Department as a basis for forestry surveys and the classification of forests, both in the East and in the forest reserves of the West. They are called for by the War Department for use in the military development of the Government as a basis for acquiring information in regard to the topographic and other features of the country. We have a close cooperation with the War Department, whereby we furnish them confidential information concerning bridges, stream fords, road surfaces, blacksmith shops, water and forage supplies, etc. They furnish us revisions of our maps through their division headquarters. The accompanying letter indicates what is being done. These topographic maps are of use for all knowledge that civilized people can acquire as to the surface of the ground. It strikes me that in the large communities, where the population is large, the Government has

great interest in its people and their resources, and it gets its returns in benefits to their general welfare and for the general benefit of the people in thickly settled communities quite as much as it would in the development of the resources of the West.

WAR DEPARTMENT.  
OFFICE OF THE CHIEF OF STAFF,  
*Washington, April 16, 1906.*

THE DIRECTOR UNITED STATES GEOLOGICAL SURVEY.

*Washington, D. C.*

SIR: Referring to previous correspondence, transmitting many of the advance sheets containing military information to this division of the General Staff, the result of the first ten months' work of the United States Geological Survey, in accordance with the joint agreement between the Secretary of War and the Secretary of the Interior, dated June 12, 1905, I have the honor, by authority of the Chief of Staff, to state that the character of the work performed by your office to date, as evidenced by the sheets in question, is entirely satisfactory. It is evident that your topographers have shown intelligence and care in gathering the special information desired by the War Department and in placing it on the photolithographs furnished this Office.

This information will prove invaluable in case these sheets have to be used in active field operations.

Very respectfully,

WM. D. BEACH,  
Major, General Staff,  
Chief Second (Mil. Inf.) Division.

The CHAIRMAN. During the current fiscal year, Mr. Walcott, with what States was the Federal Government cooperating in the making of topographic surveys?

Mr. WALCOTT. Mr. Chairman, in the hearings of yesterday there is a table giving a full statement of the cooperation.

The CHAIRMAN. In which the work is now going on?

Mr. WALCOTT. Yes; and the amounts appropriated.

#### APPROPRIATIONS "IMMEDIATELY AVAILABLE" (AGAIN).

Mr. Chairman, may I add here that I have always assumed that when Congress said "immediately available" in an appropriation that they intended that that money should be available for expenditure from the time the bill became a law, and I was not violating the law if I used that money after that time.

The CHAIRMAN. That is the purpose of the legislation, "to be immediately available."

Mr. SMITH. But it makes your appropriation overlap, while others do not. If money for the next year should be available back to March, and the old year available up to the 30th of June, you would have two overlapping appropriations for March, April, May, and June, which is not allowed to other branches of the Government.

Mr. BROWNLOW. In order that your appropriation may be of service, it must be available during the spring, summer, and fall seasons.

Mr. WALCOTT. Our work is concentrated in the five or six months of the summer season, and the difficulties of bringing this up so that our appropriations are available only on the 1st of July are very great. We are spending money all over the country. For instance, on the 1st of July, 1905, we had on our books \$241,000 still unexpended, so far as any accounts that we knew of in the office were concerned. On the first day of September, 1905, that had almost all

been paid out on obligations incurred before the 1st of July, leaving a balance of \$10,186.

On the 14th day of April, 1906, there was left of that balance \$3,781.90. If you will say that we can have a deficiency of a few thousand dollars, more or less, we can go up to the close of the fiscal year and begin anew the 1st of July. Under the present system I can plan the work for the summer and fall. To do this I wish to have an idea of just what is coming and what is available. There are parties to outfit with supplies, instruments, animals, wagons, and what not, to carry them through to October, and you can not do it intelligently on an artificial division of funds on the 1st of July. Making this fund "immediately available" enables us to make our plans so that practically we do not have to pay attention, or the men in the field do not, to the matter. If this were not done and a field party is out, and they find on the 15th of June, owing to exigencies which may occur, that they have exhausted their allotment, they would have to sit down and wait to July 1, because there is no money to go on with.

The CHAIRMAN. That is also practically true so far as accommodating the workings of other branches of the service is concerned, if it were permitted.

Mr. WALCOTT. The trouble comes in the field expense. The field expense of last year, field and supplies, was \$202,000, traveling expenses \$87,000, and other large items, which we can not regulate as closely as we can salaries. It would seem to me that it is a more businesslike way of doing it, and we get much better results.

#### TOPOGRAPHIC SURVEYS (AGAIN).

Mr. SULLIVAN. Topographic surveys deal only with surface conditions?

Mr. WALCOTT. Yes.

Mr. SULLIVAN. And, therefore, there would not be the necessity for such a survey in a flat country as a hilly country?

Mr. WALCOTT. I have here a group of maps that have been engraved and delivered to me within the last week. They represent different types of topography. Here is the Goldfield special map. Here is a map of West Virginia. This map shows the hills, ravines, the mountains, and valleys covering that area, and you can at one glance ascertain about those. Goldfield is a relatively flat country, and yet the topographic map at Goldfield, with slight relief, is fully as important to the development of the mining industry there, the geology, etc., as it is in the more rugged region of West Virginia. Take the State of Ohio, which has a comparatively small relief, the making of the topographic map in the eastern section of that State led to the tracing of the anticlinals, the arches in the strata that carry the gas and the oil of the western and southwestern part of Ohio, and also the distribution of coal; and while upon that map it appears to be a relatively smooth country there may, in a distance of 10 miles, be a difference in level of one, two, or three hundred feet, and that seriously affects the relations of the surface to the underlying beds of sandstone carrying oil or gas or coal, making a great deal of difference in relation to the development of those resources.

I find in the experience of the engineers who are working upon the artesian water supply of the Great Plains, where apparently to the



eye there is no relief whatever, that there is a relief. The country rises from the Mississippi River to the foothills of the Rockies, 4,000 feet, so gradually that you are hardly aware of it. Those maps enable them to predict within one or two feet the depth up to one and two thousand feet at which they will strike water. Problems of that kind that appeal directly to the engineer make the maps useful even in a flat country.

## GEOLOGICAL SURVEYS.

The CHAIRMAN. The next item is for geological surveys in the various portions of the United States. Have you the same system of cooperation in the matter of the geological surveys as you have in topographical surveys?

Mr. WALCOTT. We have in a limited degree. I suppose all the cooperation that we have had would not amount to \$10,000 in a year.

The CHAIRMAN. Your appropriation for this particular service, I observe, has increased 100 per cent in the last decade, and 400 per cent in thirteen years. What is the reason for this very rapid increase in appropriations for this work?

Mr. WALCOTT. As I stated before, it is necessary to have a topographic map before we make a geologic map. In the early years of the service we had no topographic maps whatever, and there was no basis for geological mapping. It was not until about 1890, that there was a sufficient number of topographic maps surveyed and engraved, and available as a basis to begin any extensive geological mapping.

The CHAIRMAN. As a result of this Federal cooperation of the States in the matter of topographic surveys, we are obliged to increase the appropriation for geological surveys which are based upon the topographic service.

Mr. WALCOTT. This map [showing] shows in blue the geological folios which have been published, based upon this geological work, and you can see the extent of the cooperating interests, and the extent in the West where there is no cooperation. I think the map shows the effect of the geological work. In the southern Appalachians there has been no cooperation, but the topographic work was spread rapidly over those areas covering principally the coal fields and the iron fields of the whole southern country. In the West the series of maps there covers the entire area of what we call the mother lode gold belt of California, which is the greatest gold belt that we know of in the world excepting that of South Africa. Of this great gold belt, which includes deep, expensive mining, but still profitable, about one three-hundredth of the gold has been taken out.

In the earlier development of California the mining was very largely placer diggings—that is, the washing of gravel that had been washed down and which carried with it the gold from the rocks of the gold belt. That is largely exhausted now, and the mines have gone down to the lodes from which that placer gold was derived. The geologic map of this gold belt is now completed, and it is serving as the basis for very extensive and very large development that is going on in the deep mining, along what we call the mother lode gold belt of California. This district [indicating] here in Montana covers the great copper area of Montana. Copper mining is one of our

great industries, and this Montana area has been covered. This [indicating] covers the gold area in southern Idaho, and here are the great mining camps of Colorado, each one of them being covered by these maps.

The CHAIRMAN. Most of this land or territory in which you have made geological surveys in the West is land that is either owned by the Government or owned by private individuals of moderate means. Now, the geological surveys that are made in the more eastern States are surveys of land that are already owned by large corporations and wealthy individuals.

Mr. WALCOTT. At the time the surveys in the southern Appalachians and throughout the Appalachian region were made it was not in the hands of corporations or wealthy individuals, but largely in the hands of small operators, and they have been aggregated or brought together by the larger organizations. That is the history nearly everywhere else, as in northern Michigan and the Minnesota iron fields.

Mr. SMITH. May I ask what these regions are in the eastern Dakotas, both North and South, which are indicated here [referring to map]?

Mr. WALCOTT. Those are areas to a certain extent of lignites and in which questions of underground water have arisen. Water in that region is considered the same as a mineral; it is the life or death of the region.

Mr. SMITH. That is true of eastern Dakota as much as the western. Is it? All east of the Missouri River is well watered.

Mr. WALCOTT. Artesian water in the West.

Mr. Chairman, I would like to say one thing now. We have been speaking of gold, silver, and so on, and I would like to speak of the clay products of the United States for last year. Before stating that, I will say that the mineral products about seven years ago amounted to some six hundred millions of dollars. The product to-day is a billion two hundred million, and to keep pace at all with the growth of this mineral industry and to assist in its development we have increased our work in many States and in many fields.

The clay products of 1905 were valued at over thirty-five millions of dollars, and in many districts the geological conditions under which they occurred are not well known. So we are giving much time and attention to the study of clays throughout the United States. We are getting samples and examining them. They are sent in by farmers, prospectors, and others, who think that they have something in their region that is of commercial value, and they have been informed as to what it may be. Small operators are starting up from western Tennessee to western Kentucky, and down along the Appalachian belt. I simply give that as an illustration of a development of a great industry within comparatively few years.

Mr. SULLIVAN. I would like to ask if there is any data showing the deposits of infusorial earth.

Mr. WALCOTT. Infusorial earth is largely an organic product, or a lake deposit of infusorial animals, and occurs usually where there has been fresh-water lakes. The lake beds occur in Montana and in other intermountain States. They also occur in some areas of the East. In 1904 the production of infusorial earth amounted to 6,274 tons, valued at \$44,000.

Mr. SULLIVAN. About \$7 a ton.

Mr. WALCOTT. The report states that there were 6,274 short tons, valued at \$44,000. That industry seems to be failing. In 1903 there were 9,000 tons, valued at \$76,000. In 1902, 4,000 tons, valued at \$52,000.

Mr. SULLIVAN. That can not be the product that I am talking about, or else that describes a very inferior quality of it. The infusorial earth that I speak of is extremely valuable commercially. They use it as a base for all kind of powder, gunpowder, dynamite, and all sorts of cleaning material, polishes, and tooth powder.

Mr. WALCOTT. Tooth powder is not made from silicious earth. Well, 6,000 tons would give a very large supply for those purposes.

Mr. SULLIVAN. And at \$7 a ton it is not any more valuable than coal. It has not been discovered very often in such quantities as to be commercially profitable.

Mr. WALCOTT. We import a great deal of it.

The CHAIRMAN. The next item is for paleontologic researches relating to the geology of the United States, \$10,000. That was explained in connection with the former item.

#### CHEMICAL AND PHYSICAL RESEARCHES.

The CHAIRMAN. The next item is on page 144, for chemical and physical researches relating to the geology of the United States.

Mr. WALCOTT. That has already been explained, Mr. Chairman. I do not know whether it was as fully as you wish, but the purpose of it was explained yesterday as to the survey of the mining district.

Mr. SULLIVAN. We have had an explanation of everything except the amount.

The CHAIRMAN. Is the amount asked for here necessary, Mr. Walcott? I observe that you did not have, until 1901, more than \$17,000 for this purpose, and you are now asking for \$20,000, and you have \$20,000 in the current appropriation.

Mr. WALCOTT. In 1892, when the survey appropriations were cut very extensively, this appropriation was reduced from \$17,000 to \$5,000, and the chemical laboratory was practically wiped out. But on account of the development of the mining investigations and other investigations where it was necessary to have chemical work we asked to have the appropriation restored. We now have rather a makeshift of a laboratory, and we have not further room for its development.

The CHAIRMAN. You say a makeshift laboratory?

Mr. WALCOTT. Yes; to a certain extent. We have not the accommodations in our building for a proper chemical laboratory.

The CHAIRMAN. How much of this appropriation is paid for salaries?

Mr. WALCOTT. It is stated right below there.

The CHAIRMAN. The aggregate is not given. I did not know but that you had a statement of the amount paid for salaries and the amount paid for other purposes.

Mr. SMITH. It is \$15,900.

Mr. WALCOTT. \$15,700.

The CHAIRMAN. It would be more convenient for the committee if the total were stated as well as the details.

Mr. WALCOTT. \$15,700 is the total amount paid out of the \$20,000 allotted for salaries.

Mr. SULLIVAN. That is \$1,800 more than we figured.

Mr. WALCOTT. This was added up by the clerk.

Mr. SULLIVAN. You must have another man not shown here. Would you mind reading that off?

Mr. WALCOTT. There are two assistant chemists at \$1,800.

Mr. SULLIVAN. That is it.

Mr. WALCOTT. Mr. Chairman, in the next year's estimates I will see that they are all summarized and added up with the totals.

#### PREPARATION OF THE ILLUSTRATIONS.

The CHAIRMAN. The next is the preparation of the illustrations of the Geological Survey. You ask for an increase of the appropriation over the current appropriation. Is that absolutely necessary?

Mr. WALCOTT. The appropriation for this purpose has not been increased since 1903. As you will notice, in 1892 it was cut down from \$16,000 to \$5,000 in the general cutting of appropriations that occurred at that time. In 1894 it was raised to \$13,000; in 1902 to \$16,280; in 1903 to \$18,280, where it has remained to the present time. I think the general increase in our appropriations between 1903 and the present time has been between \$300,000 and \$400,000. That has resulted in a larger output of work. This increase in the general work of the Survey brings in more maps and other illustrations, and requires a large increase in the way of illustrations that have to be prepared for publication.

This item pays for the expenses (exclusive of the reclamation work) of the photographic laboratory and the preparation of illustrations, maps, etc., that occur in our various publications; and we find that with the increased output of the work, owing to the increased appropriations, we are getting into a position where we are not keeping up with this work, and this increase is asked simply to enable us to keep up with current work.

The CHAIRMAN. This appropriation is not made immediately available, I see; but to illustrate the effect of making appropriations immediately available it serves this purpose. You were not given for the fiscal year 1906 the amount of your estimate. If this appropriation were made available for 1907, you could go on and use the amount you estimated for the current fiscal year, regardless of the amount fixed by Congress for that purpose, thereby making your Department the judge of what the standard of expenditures should be, instead of Congress.

Mr. WALCOTT. Of the appropriation of \$18,280 for 1906, \$14,500 goes into salaries, leaving a balance of \$3,780 for supplies of all kinds. Now, the \$14,500 of salaries is annual. That is planned for from July to July. In that case we do not need to buy our supplies, and can know what we have got to carry us to the 1st of July. There are no unusual contingent expenses, and we simply plan to close up the work we can do with the amount of money allowed until the 1st day of July. It is in the office; it is not men in the field, but a few men in the office strictly under office control.

The CHAIRMAN. Now, I observe here in your item for paleontologic researches, \$10,000, you give the number employed and paid under

that appropriation, being five people. I observe, under the title for the preparation of illustrations of the Geological Survey, that you have six paleontologic draftsmen—

Mr. WALCOTT. Mr. Chairman, those names—

The CHAIRMAN. In addition to five that are employed and paid out of another appropriation.

Mr. WALCOTT. Those appointments were made as paleontologic draftsmen through a period of years running back before my day in charge of the Survey, and they are simply terms that are used to cover draftsmen who are skilled in making paleontologic drawings, and also skilled in general drafting; and the significance of the term "paleontologic draftsman"—that is the term used there—is not to indicate that that person is solely employed for that purpose. I spoke not long ago to our appointment clerk, and asked him how those names originated. He said they were made when the whole appropriation was \$40,000, largely for paleontology, and there were many people at work at this, and they simply came down to the present time.

Mr. SULLIVAN. What is the least number of per diem men steadily employed? For how many days in a year do you estimate?

Mr. WALCOTT. They are employed in this way: At the present time and within the next six weeks a large proportion of our field force will be leaving the office, and during the summer months we drop clerks and draftsmen and all of the employees who are not needed and who are employed by per diem, and that relieves the appropriation of that expense; and in the fall, when the field force return, we always find on the civil service lists stenographers and draftsmen and other clerical employees who are very glad to get work sometimes for a week, two weeks, three months, as the case may be. In other words, those people are simply employed for the job they have to do, and when it is completed they are dropped. If their salaries were fixed and their places were filled by permanent employees they would be practically idle during the summer months. That is the necessity for flexibility in employing help. It is to accommodate the needs of our work when the field men come in and get their results in shape.

Mr. SULLIVAN. I notice in your table of employees two per diem men here under the head of "Illustrations of the Geological Survey," one draftsman and one paleontologic draftsman, and I notice that the salaries here are \$14,500, which you stated a few moments ago was the entire sum for salaries.

Mr. WALCOTT. This balance of \$3,780 is used to purchase supplies and for any emergency of employing a per diem person to help out in any work.

Mr. SULLIVAN. Then it includes the salaries of these two per diem men?

Mr. WALCOTT. That I can not say. I do not know what that may be. They may be employed a week or a month.

Mr. SULLIVAN. There is \$14,500 here outside the per diem men, so that they evidently must be paid from that source?

Mr. WALCOTT. Yes. For instance, when the Alaskan work comes in, and they bring in their large map of Alaska and wish to get that out as promptly as possible, owing to the desirability of getting it into the hands of the people before the beginning of the next season,

to be used next spring by the prospectors and people who have use for maps—mining people—we rush that through and get it to the printer and have it ready by the springtime.

The CHAIRMAN. What is the object of these geological investigations?

Mr. WALCOTT. They include special maps, maps of mining areas and geologic sections; illustrations reproduced from photographs, and anything that can be represented in a graphic form.

The CHAIRMAN. Who determines what illustrations shall be used in connection with the publications of your department?

Mr. WALCOTT. I will instance the Tonapah report, which is now out. When the work came in from the field we had his map roughly worked out in the field, and that man was getting \$2,600 a year. He turned that map over to the draughtsman, who carefully followed the outlines indicated on the rough map so that it could be properly reproduced; then he brought with him graphic sections of the mines and of the rocks, and also photographs of such things as could be photographed, to illustrate any features that he wished to bring out. He also brought with him the ores and gangue rocks carrying ores, and of these microscopic sections were made and illustrated largely by photography. They illustrate to a mining and technical man at once the character of the rock and the ore, so far as they can be illustrated in that manner. The geologist gets his report ready.

Then that is transmitted to the chief geologist. He has charge of all these matters in the Geological Survey, and by him it is referred to a committee of five men, one of whom is the chief of the division of illustrations, another of whom is an expert in charge of our engraving and printing division, who knows all about reproduction of illustrations, and the other men are geologists, supposed to know about these things. The committee makes the geologist justify all the illustrations that he asks for. He goes before the committee and explains, so as to keep out illustrations from a sentimental point of view, and from the viewpoint of mere embellishment, or anything of that kind; and any publication of the Survey that carries illustrations has to undergo that examination.

Then the text of every publication that is issued has to go to some man entirely independent of the man who writes it and has to be examined and reported upon, so that if the writer has included matter which apparently should not go in, or if he could put it in better form or reduce it it is done, and if there is a question between the two it is referred to still another expert, who examines and reports upon it, and it is very rarely that any of these appeals from decisions of these committees reach me. Occasionally one will come up.

The CHAIRMAN. You do not find it is the tendency of those charged with the duty of making these decisions to amplify their publications as much as possible by including in them in many instances illustrations that are really of no practical value to anyone, unless, perhaps, he is an expert or a scientist? Or perhaps a better way to put it would be that it would be of no value except to those who in many instances would be gratified merely to look at the pictures? I am speaking principally of photographs. Of course, I can understand the reasons for the reproduction of geologic maps, because that is to give the information obtained by the men in charge of the surveys

in the field; but I observe, and Members of Congress have spoken to me of the fact, that there are a great many illustrations in the way of photographs that are really of no practical value to anybody, but which cost a great deal when it comes to engraving and printing them in connection with your publications. I thought it was due, perhaps, to a tendency on the part of those who were producing these publications to make them attractive to the eye rather than valuable as books of information.

Mr. WALCOTT. I am perfectly willing to answer that question now, of course, but in connection with the subject of publications I have a good deal of data, and I presume it will be brought up in the appropriation for publications, covering that ground quite thoroughly. Before the hearing is over I would like to present it fully.

The CHAIRMAN. We have another item here where perhaps the answer would be more pertinent.

Mr. SMITH. I notice in the last sundry civil bill there is a provision—

That hereafter no part of the appropriations made for printing and binding shall be used for any illustration, engraving, or photograph in any document or report ordered printed by Congress unless the order to print expressly authorizes the same, nor in any document or report of any Executive Department or other Government establishment until the head of the Executive Department or Government establishment shall certify, in a letter transmitting such report, that the illustration is necessary and relates entirely to the transaction of public business.

Has that been complied with in your branch?

Mr. WALCOTT. In every publication transmitted for publication to the Public Printer a letter of transmission is sent to that effect, certifying so far as the individual publication is concerned.

Mr. SMITH. What I am getting at is this: Is a letter sent to the Secretary? It seems to require the head of the Department to do it. Does the Secretary certify that all these illustrations are necessary?

Mr. WALCOTT. The examination as to the photographs or maps that are to be thrown out does not reach me. That is, the author would accept the decision of the committee. He can appeal to me if he wishes to.

Mr. SMITH. Under this statute do you certify to the Secretary of the Interior, and does he, upon the basis of your certificate, certify to the Public Printer?

Mr. WALCOTT. Every publication is brought to my desk with the illustrations, and I kept an eye out on the general work, and I look at these publications and turn them over; and I have an examining committee in which they O. K. all the publications examined, and they are also O. K'd by the author. Then in transmitting them to the Secretary of the Interior I certify in the regular form required by law that the conditions have been complied with, so far as I can certify to it, and then he forwards it to the Public Printer.

Mr. SMITH. With a letter from him to the same effect?

Mr. WALCOTT. I presume so. I have no question that that is the effect, because I imagine the Public Printer would not receive it unless it was in the proper form.

The CHAIRMAN. Do the orders for printing go from you to the Secretary, and then from the Secretary to the Public Printer?

Mr. WALCOTT. Everything that we print that is published by the Government Printing Office goes to the Secretary of the Interior,

with three copies of the transmitting letter and a copy of that letter, I presume, goes from the Secretary to the Public Printer.

PREPARATION OF REPORT OF THE MINERAL RESOURCES—BLACK SANDS.

The CHAIRMAN. For the preparation of the report of mineral resources I observe that you recommend the omission of the following language, which is in the current law: "and the investigation of methods of extraction of mineral values of the black sands of the Pacific slope." Why should not that be included in the general report of mineral resources?

Mr. WALCOTT. A special appropriation was made for that in the urgent deficiency bill, to carry on that work until it was completed at Portland.

The CHAIRMAN. I understand that there is an appropriation to carry out the work, but this appropriation here is "for the preparation of the report of mineral resources of the United States, including phosphates, which report shall be published in one octavo volume and as a distinct publication." Now, you desire that this report on the methods of extraction of mineral values of the black sands of the Pacific slope shall be omitted from this report for next year. Is that upon the theory that the investigation at that time was then concluded and included in the report for the current year on the mineral resources, or do you propose to have a special report for that particular investigation?

Mr. WALCOTT. That language was originally put in there because that work was understood to be taken up in connection with the Portland Exposition, and by the 1st of July the plant that we have at Portland, which is now on the old fair grounds, will have to be taken away, and the work that is carried on in that line, such as will be carried on in a more limited degree, will be taken elsewhere. We have found, since starting that investigation, that the black sands of the Pacific shore and the intermountain States—that is, Idaho, Wyoming, Montana, and even Colorado—do not comprise all that there are, but that there are also black sands in Maryland near Baltimore, and down on the southern Appalachians there are sands which could well be examined, and we do not care to limit it or make it local. The implication would be, if this language were continued, that we were only to investigate the black sands of the Pacific slope.

Mr. SMITH. That is not a question of investigation, but a question of reports.

Mr. SULLIVAN. His answer, I think, makes it clear that the report will include the investigation of black sands wherever found.

Mr. SMITH. I understand he proposes to strike out the report on black sands.

Mr. WALCOTT. Phosphates were put in there one year, because it was feared that phosphates would not be looked into.

Mr. TAYLOR. Do you mean to say that black sands will be looked into if this is left out?

Mr. WALCOTT. Yes. I think the legislation should not go into detail in matters of this kind. As an illustration, you might as well put in iron ore or zinc.

The CHAIRMAN. What I am trying to get at is that if you omit



his language here, and the investigation of the black sands is continued, will the result of that investigation be included in the report of the mineral resources hereafter? Will the report contain the result of that investigation with this language out?

Mr. WALCOTT. Yes, sir.

Mr. SMITH. You are limited to one octavo volume as to the report in the mineral resources of the United States?

Mr. WALCOTT. Yes, sir.

Mr. SMITH. Why would not this meet your entire approval if we should strike out simply the words "of the Pacific slope?"

Mr. WALCOTT. That would be just as well. We have got in phosphates and black sands, and if you keep on adding those details—

The CHAIRMAN. My impression is that the whole thing should go out.

Mr. WALCOTT. I should leave out black sands and phosphates.

Mr. SMITH. What we want to avoid of course, you see, is anything that implies the issuance of a separate report upon these separate investigations. I fully concur that either phosphates ought to come out or black sands ought to stay in. There is no reason applicable to the one that is not applicable to the other.

Mr. WALCOTT. If you put in two of those, why not put in the other fifty or sixty?

Mr. SMITH. You leave in phosphates, and I do not see why you should strike out black sands.

Mr. WALCOTT. This language was put in by the clerk in making up the estimates while I was in the field, and as phosphates had been in for several years, he naturally left it in without a thought. He knew that the special investigation of black sands at Portland would have to be brought to a close, and the language "black sands of the Pacific slope" was originally put in on account of the investigation.

Mr. SMITH. You do not understand that in any other publication you can publish a separate report on the black sands if we should leave this out?

Mr. WALCOTT. We have that appropriation of \$150,000 for publications of the Survey. That publishes bulletins and monographs and reports upon mining districts and special subjects. They are paid from that appropriation. The report on mineral resources includes investigations that are carried on under that appropriation—I mean the gathering of statistics and special investigations in regard to any mineral resources that are carried on under that appropriation.

Mr. SMITH. Under this other item you publish monographs?

Mr. WALCOTT. We do not duplicate.

Mr. SMITH. I thought it might be desirable to make a general report, and then treat portions of it in a separate publication for people who, for instance, might want the individual subject alone.

Mr. WALCOTT. The annual report gives a summary of the mineral productions of the United States in ten pages: just the totals, such as clay, iron ores, and other products. The volume on mineral resources gives it by States, and also any information that is entirely fresh and new and any results that would be apt to be of benefit to that industry; but it must be brought within the compass of one volume.

The CHAIRMAN. Will you state to the committee wherein, under this language, you get any authority whatever to conduct mineral investigations and the employment of men who, as you say in your notes, are employed and paid under this appropriation? I can not see any authority for anything except the preparation of the report.

Mr. SULLIVAN. That is all it is.

The CHAIRMAN. I understand from his statement that the investigation, the result of which is embodied in the report, is made and paid for out of this appropriation. I would like to know where the authority under that language exists for that investigation?

Mr. SULLIVAN. I understood it was an office force used for the purpose of preparing these reports.

Mr. WALCOTT. Doctor Day, the expert in charge of the division, is an expert geologist and mineralogist. It is necessary to have such a man in charge. The statistics and information are accumulated first by sending out circulars to every mineral producer in the United States that we know of, something like 50,000 of them. They go out in December. Those returns are then sent in and copied by statistical clerks. There is always a number of producers who do not reply, and to them we send out a second circular to get missing replies. Then there is always a group of people who are new producers, who are not in touch with the method of the Government's collection of statistics, and we send into the field some expert with knowledge of that business who goes directly to their mines, and there brings together information that we wish to incorporate in these volumes.

Now in order not to be misled and give out erroneous information we must have men in touch with those various industries. There are two experts here provided for, and the second one is a man thoroughly acquainted with the gold-mining industry of the United States. Everything pertaining to statistics in relation to gold and silver passes through that man's hands, and he is responsible for them; it is his business to keep in touch with and to know of every new mining district, and every new producing mine, and all the facts pertaining to that industry which can be gathered by an expert.

And if, during the time that he is gathering that, he makes investigations, or if there is any information collected by him that will be of value, he brings it in and makes a synopsis of it, and it is printed in this report. I would like to add a concisely prepared statement on this general subject.

#### MEMORANDUM AS TO REPORT ON MINERAL RESOURCES.

In the preparation of the report on the mineral resources of the United States it is necessary each year to make a complete canvass of all the mines of the United States in order to collect a statement of the total amount of each useful mineral product of the country and its value.

This canvass includes each year preliminary correspondence to ascertain the names and addresses of the new mines which have been opened during the year preparatory to securing from each mine operator a voluntary statement as to the exact amount of material which the mine has produced.

The report would be absolutely worthless unless all these returns were practically complete early in the year.

The number of mines in the United States is increasing with great rapidity, and within recent years the changes of consolidation which have taken place in the mining interests, and the other changes of ownership, have rendered these statistics of production extremely difficult to collect, and while the cost per

mine has not increased the total statement can not be completed in reasonable time to be of greatest value for less than an appropriation of \$75,000, estimated for.

Further, the rapid increase in demand for many minerals not heretofore utilized has developed many new localities, descriptions of which are necessary for an efficient presentation of the subject.

An additional necessary expense in the preparation of these reports is due to the necessity of obtaining from each constituent branch where consolidation of interests exists a separate statement rather than relying upon the corporation for one statement of associated companies. In this connection it is particularly desirable that an individual statement from each petroleum producing company should be obtained rather than accepting the statement from a single corporation. During the last year the appropriation for this work was allotted as follows:

To the support of branch offices in Western States engaged in the preparation of the reports on precious metals, copper, lead, zinc, borax, quicksilver, magnesite, chrome iron ore, and supplementary work on coal, iron ore, and structural materials.....	\$12,000
Salaries .....	35,055
Traveling expenses.....	6,000
Field expenses.....	20,145

#### DUPLICATION OF WORK AS TO STATISTICS OF MINERAL RESOURCES.

(See also p. 559.)

The CHAIRMAN. This service is exactly duplicated by the Treasury Department through the office of the Director of the Mint; and I have a statement here which shows a very great discrepancy between the results of the mineral statistics furnished by this report of yours and the statistics that are furnished by the Director of the Mint. What is the necessity for duplicating this work, and which of the two Departments is the most competent to obtain and furnish reliable and accurate information?

Mr. WALCOTT. The statistics gathered by the Mint are taken from the returns, I understand, of the express companies and the mints and the financial institutions which handle the finished product of the gold and silver. What we want for the purposes of the producer is a knowledge of the actual product as it is taken from the mine. The Mint gathers its statistics, as I stated, from the returns of the express companies and organizations who handle only the finished product.

Now, in the case, for instance, of Tonopah or any mining camp, we get at the statement of production from the producer, and also the aggregate mineral products, whether it is placer gold or taken from veins, and the character of the ore from which it comes. We gather not only the statistics that give the general value of the product, but also the statistics giving the character of the ore and information which the Director of the Mint does not in any way touch, and the systems of work do not duplicate each other to any significant extent.

The CHAIRMAN. I have here a statement, Mr. Walcott, giving the statistics shown by your report, and as shown by the Director of the Mint in nine States; gold and silver produced in nine States. Your report shows an excess of \$1,130,027 in gold in five States, while the Mint report shows an excess of \$1,280,999 in gold in the other four States. For the nine States the excess is \$150,972 of gold in favor of the Mint's report. In the case of silver your report shows an excess of \$877,679, including two States, while the Mint report shows an

excess of \$1,777,906 in three States. For the five States reporting silver the Mint shows an excess of \$860,227. For the entire nine States, as to the total gold and silver, the Mint shows an output of \$1,011,199 more than is shown by the report published by your Bureau.

Now, there is such a discrepancy between the two that it seems to me we ought to find out which has the best facilities for collecting and publishing accurate statistics, and to which Department the subject belongs more logically, and then we should put a stop to the work of the other Department, because, while I will not say both are rendered valueless, their value is very materially destroyed by reason of the discrepancy, which shows that either one or the other must be unreliable.

MR. WALCOTT. I would not like to answer that offhand, because I have not the statistical information in hand. I will put it in the hands of the experts in charge of that work, if I may do so, and I would like to submit a statement later on in regard to that. I should like to verify the figures you have mentioned there by comparison with the published reports of the Mint and the Survey, and ascertain the reason myself. I do not know.

THE CHAIRMAN. I fail to see any necessity for more than one Department of the Government collecting these statistics, and I should say that one Department only should be held responsible for furnishing reliable statistics. There is no necessity, that I can see, for the duplication of this work at all. I do not know which one of the two Departments is the best equipped for the classification of reliable information on this subject.

MR. TAYLOR. It seems to me, upon the statement Mr. Walcott made, that the aggregate reported from you ought to be greater than the report from the Mint, inasmuch as you deal with the products in gross in the mines and they deal with the finished product after it is brought into commercial life.

MR. SULLIVAN. That same thing puzzled me. It seemed to me that if one of the two Departments was in error the figures of the Survey should be the larger.

THE CHAIRMAN. You rely for your information upon the producer, and is it not a fact that the producer is likely, perhaps, to be inclined to withhold the information as to the amount of his production?

MR. WALCOTT. The producers very rarely understate it.

THE CHAIRMAN. They sometimes do not want to disclose their product, and it is to their interest in some instances to keep that from the public, while the Mint deals with the product as it actually exists.

The product comes ultimately to the Mint, and it is my impression, from the little study I have given to the subject, that the Mint, owing to that fact, would be able to furnish the country with more reliable statistics in regard to the production of gold and silver than the Geological Survey; and these figures show, in this statement that I have presented here, such a wide discrepancy between the reports of the two Departments that it suggested to me the idea of finding out which Department was furnishing the most reliable information, and then the idea of clothing that Department with the exclusive authority to collect those statistics.

MR. SULLIVAN. Do I understand that the Mint statistics deal with the gold and silver that actually come to the Mint?

The CHAIRMAN. That is one of the sources of their information.

Mr. WALCOTT. There is a large amount of gold and silver used in the arts.

Mr. SULLIVAN. That is what I wanted to get at—in excess of what comes to the Mint.

The CHAIRMAN. Where is it treated? Where is the metal extracted? In the assay offices. A great deal of it is not treated in private institutions. It is treated in the assay offices and mints of the United States, and then it goes into the arts.

Mr. SMITH. Why is this information not best obtainable from the stamp mills? Most of it is produced from lode mines, is it not, Mr. Walcott?

Mr. TAYLOR. I should suggest, Mr. Walcott, that there are a good many mines with which you are not in touch yet. There must be things with which your men are not in touch.

Mr. WALCOTT. I would like to have a statement prepared and look into the matter more thoroughly, and make a report upon it.

The CHAIRMAN. We would be glad to have you give information as to the sources from which you obtain data upon which your statistics are based.

Mr. SULLIVAN. Of course the Survey report is more comprehensive than the Mint report, because it discloses the amount derived from all sources and all kinds of mining.

Mr. WALCOTT. This \$75,000 not only covers the gold and silver, but all the mineral products of the United States.

The CHAIRMAN. Does the Director of the Mint report on anything but gold and silver?

Mr. WALCOTT. Nothing else that I know of, nor are production statistics for other metals collected by any other bureau of the Government than the Geological Survey.

#### MEMORANDUM CONCERNING GOLD AND SILVER STATISTICS.

The statement presented (Table 1) of the production of gold and silver, as reported by the Mint and by the Survey, shows an extremely close agreement in the total for the nine States mentioned. In \$60,200,000 there is only a difference of \$151,000—only one-fourth of 1 per cent. The difference in the value of the product for individual States is greater, because of the difference in the method of collecting the data.

This table is, however, incomplete, and gives a false idea of the actual differences. The following table (No. 2) of the total production furnishes a clearer basis of comparison:

*Comparative statistics between the United States Geological Survey and the United States Mint official reports of gold and silver output for the same year in the same States.*

[M. = Mint; S. = Survey, indicating which showed larger amount.]

States.	Gold.			Silver.			Remarks.
	Geological Survey.	Mint.	Difference.	Geological Survey.	Mint.	Difference.	
Cal .....	\$18,638,676	\$18,994,765	M.	\$361,089	\$843,986	\$885,929	S. \$8,007
Colo .....	24,463,322	24,395,806	S.	67,516	7,965,028	8,458,084	M. 478,056
Idaho ..	1,710,365	1,503,711	S.	206,654	4,389,004	4,529,916	M. 140,912
Mont ...	4,267,062	5,097,785	M.	830,723	7,334,146	8,458,084	M. 1,123,938
Nev ...	5,060,494	4,807,800	S.	752,694	2,432,830	1,563,158	S. 869,672
Oreg ...	1,412,186	1,309,939	S.	102,247			
Utah ...	4,189,292	4,215,022	M.	25,730			
Wash ...	314,463	377,920	M.	63,457			
Wyo ...	17,305	16,389	S.	916			
Total ..	60,068,165	60,219,137		22,984,944	23,845,171		
		60,068,165			22,984,944		
Mint exceeds by.		150,972			\$80,227		
			a 150,972				
			a \$60,227				
			1,011,199				

a Excess shown by Mint for both metals in 9 States.

By individual States the Survey report shows an excess of \$1,130,027 gold in five States, while the Mint report shows an excess of \$1,280,999 gold in the other four States. For the nine States the excess is \$150,972 gold in favor of Mint report. In the case of silver, the Survey report shows an excess of \$87,679 in two States, while the Mint report shows an excess of \$1,737,906 in three States. For the five States reporting silver, the Mint shows an excess of \$860,227.

For the entire nine States, in both gold and silver, the Mint shows an output of \$1,011,199 more than is shown by the Geological Survey.

*Production of gold and silver in 1904, according to United States Geological Survey and United States Mint.*

[M = Mint; S = Survey.]

State.	Gold.			Silver.				
	Geological Survey.	Mint.	Difference.	Geological Survey.	Mint.	Difference.		
Alaska .....	\$9,160,458	\$9,160,500	M.	\$42	\$110,405	\$115,246	M.	\$4,841
Arizona .....	3,478,532	3,343,900	S.	134,632	1,325,303	1,591,578	M.	266,275
California .....	18,633,676	18,994,800	M.	361,124	843,936	835,954	S.	7,982
Colorado .....	24,463,322	24,395,800	S.	67,522	7,965,028	8,312,328	M.	347,300
Idaho .....	1,710,365	1,503,700	S.	206,665	4,389,004	4,529,916	M.	140,912
Montana .....	4,267,062	5,097,400	M.	830,738	7,334,146	8,472,698	M.	1,138,552
Nevada .....	5,060,494	4,807,800	S.	698,694	2,432,830	1,563,158	S.	869,672
New Mexico .....	341,930	341,900	S.	30	124,103	124,468	M.	365
Oregon .....	1,412,186	1,309,900	S.	102,286	75,284	77,266	M.	1,972
South Dakota .....	7,363,977	7,021,600	S.	339,377	92,522	108,460	M.	15,938
Texas .....	186	2,300	M.	2,114	213,935	272,368	M.	58,433
Utah .....	4,189,222	4,215,000	M.	25,708	6,898,394	7,240,894	M.	342,506
Washington .....	314,463	327,900	M.	13,437	89,831	86,942	S.	2,889
Wyoming .....	17,305	16,400	S.	905	2,661	2,552	S.	109
Southern Appalachian .....	382,400	382,400			48,082	48,082		
Michigan .....					70,000	74,124		4,124
Total .....	80,835,648	80,464,700	S.	370,948	32,035,378	33,456,024	M.	1,420,646

The Geological Survey is exclusively responsible for its figures in the following States and Territories: Arizona, California, Colorado, Idaho, Montana, Nevada, New Mexico, Oregon, South Dakota, Texas, Utah, Washington, Wyoming and Michigan. The figures of the Mint Bureau for New Mexico have been obtained from the agent of the Geological Survey in that Territory. In Cali-

ifornia the regular agent of the Geological Survey has been permitted to supervise the collection of statistics for the Mint, although the data were of course collected on a different system. In case of the Southern Appalachian States the Geological Survey has accepted the figures of the Director of the Mint.

Comparison of the two sets of figures for gold shows that the Geological Survey exceeds by \$370,948, while in the case of silver the Mint exceeds by \$1,420,646. The agreement in the case of gold must be considered as remarkably close. The difference in the figures for the production of silver is in large degree due to the very small amounts of silver contained in various ores. These small amounts are not paid for by the smelters, and the mine operators derive no benefit from them. They appear, however, in the totals secured by the Mint, and it is therefore to be expected that the production of silver, as obtained by the Mint, should somewhat exceed that obtained by the Geological Survey. It should also be noted that the principal differences in the silver production, according to the Survey, and according to the Mint, obtain in States in which smelting forms the most important process of reduction.

These relations do not hold true in the same degree for gold. Small fractions of ounces of gold are often paid for by the smelter, and the production is in this respect easier to trace.

The Mint naturally receives a report of the precious metals obtained by the officers in charge of each assay office, or other official depository for gold and silver, and it checks these data by returns from express companies and smelters, which give more regard to totals than to localities.

The Geological Survey collects its data by statistical blanks filled out by each operator. The data are thus obtained directly from the producers. The Survey groups all of these data according to the mining camp or region from which they come. The mining companies give this information freely, in confidence, knowing that it will be used neither to promote nor injure their personal interests, because it is only used to compile the totals of the districts.

The Survey checks and supplements these data—

- (1) Through the intimate knowledge of its agents concerning the operations of each of these camps.
- (2) Through returns from the smelters.
- (3) From the data furnished it by the Director of the Mint concerning the amount of precious metals actually received at depositories by the Government officials.

The Geological Survey can thus group these data accurately according to the States and according to the mining camps where the gold and silver are produced, and it studies these returns in connection with its examinations of the ore bodies and of the mining and metallurgical operations, and its investigations therefore relate not only to current production, but also to future development.

Furthermore, the collection of statistics covering the production of gold and silver from the mines and mining camps forms only a part of the duties of the agents of the Geological Survey, for the same men also gather complete data of the production of copper, lead, and zinc. Much of this product comes from the same mine and the same ores as the gold and silver. At the same time the agents collect full data as to tonnage, concentration, smelting, and other processes for obtaining these metals. These data can only be obtained by direct correspondence with, or by visiting the producers. The value of such data to the mining industry is difficult to exaggerate, and this is a necessary part of the Survey's work.

It was because of the fact that this statistical work as to the production of precious and other metals is so intimately and inseparably associated with the investigation of the nature and extent of the ore deposits, the mining methods, and the metallurgical processes of the country, that this work was undertaken by the Geological Survey. Our experience has shown the wisdom of this plan.

As the work of the Geological Survey progresses it becomes more and more evident that the mining men of the country look to this Bureau for information to keep them in touch with the development of the different mining camps. The Geological Survey publishes records of all important mining camps, so that their past and prospective values can be actually gauged.

It is evident from the above that there is little duplication of work. Each office collects a part—the Survey from the mines and the Mint from the depositories.

Therefore a joint report is obviously the best outcome of the work, and by careful cooperation only one total will be published. In connection with this the Survey will give the details of mining operations, and the Mint the details of

the disposition of the bullion. This cooperation means bringing to bear on a most important statistical subject the best efforts of each Bureau to a joint result.

The CHAIRMAN. I notice on page 146, at the end of this paragraph, that you ask us to insert new language there—"to be immediately available." Why should this be made immediately available?

Mr. WALCOTT. Simply on account, but to a very much more limited extent than in paleontology and geology, of the field force necessary to gather the statistics. That is not nearly so important, but it was put in at the request of the head of the division.

The CHAIRMAN. Can you tell us how much of this appropriation of \$75,000 is expended for field assistance in the collection of mineral statistics, and how much is expended for clerical services in the office here in Washington?

Mr. WALCOTT. The salaries listed here come to \$35,770.

Mr. SULLIVAN. I notice again in that connection that that excludes per diem men.

Mr. WALCOTT. I wish to say in that connection that the men who gather the great amount of statistics are men who are employed on short periods per diem.

Mr. SULLIVAN. What fund do you charge that to?

Mr. WALCOTT. To the same appropriation of \$75,000.

Mr. SULLIVAN. So that the \$30,760 statement is not accurate?

Mr. WALCOTT. That represents the fixed annual salaries, and the per diem amounts are paid for special agents in the field. In many mining districts we will have an agent who will be paid perhaps for a week's work, or for two weeks' work, at the annual gathering of statistics, and for looking after the schedules and matters pertaining to the gathering of information at that time.

Mr. SULLIVAN. Have you any idea of how much the total compensation of these 11 per diem employees amounts to in a year?

Mr. WALCOTT. I have not personal knowledge now. If you wish, I can have it brought together. We would have to examine the vouchers and assemble it.

Mr. SULLIVAN. It would vary much year by year, would it?

Mr. WALCOTT. I know we have a large number of special agents during the periods of gathering statistics, through January and February.

Mr. SULLIVAN. One year would not exceed another very much, would it, as to these per diem employees? It would aid the committee in ascertaining the total amount paid for salaries if we had that information. Otherwise we would have no means of knowing the total amount paid for salaries.

Mr. WALCOTT. I have that in the annual report, a table which will be included in the hearings of yesterday; a statement which shows the total amount paid for services during the fiscal year 1905.

Mr. SULLIVAN. That does not seem to touch the precise point.

Mr. WALCOTT. That shows the relation of field expenses to the salaries.

Mr. SULLIVAN. There is not enough in that to aid me in the particular inquiry that I addressed to you.

Mr. WALCOTT. No. I will have that prepared and inserted here.



*Expenditures in the preparation of the report on the mineral resources of the United States, fiscal year ended June 30, 1905.*

Permanent salaries-----	\$35, 770. 00
As follows :	
2 geologists-----	\$3, 600
1 statistician-----	3, 300
1 statistician-----	2, 000
1 statistical clerk-----	1, 600
3 statistical experts-----	1, 400
2 statistical experts-----	1, 200
3 stenographers-----	1, 200
2 stenographers-----	1, 000
3 clerks-----	1, 000
11 per diem salaries-----	6, 692. 00
As follows :	
3 stenographers at \$3 per diem-----	\$729
1 special agent at \$8 per diem-----	2, 504
2 special agents at \$6 per diem-----	1, 934
4 special agents at \$5 per diem-----	1, 525
1 special expert at \$7 per diem-----	0
51 field agents and clerical assistants away from Washington-----	21, 134. 75
As follows :	
2 field assistants at \$10 per diem.	
2 field assistants at \$6 per diem.	
17 field agents at \$5 per diem.	
30 field agents at \$3 per diem.	
Traveling expenses-----	7, 550. 00
Rent of field offices-----	408. 00
Miscellaneous supplies-----	2, 500. 00
Freight, express, etc.-----	450. 00
Total-----	74, 504. 75

The CHAIRMAN. Could you estimate the amount expended in the preparation of the report on mineral resources of the United States that was paid out for so much of the report as relates to gold and silver? If you can get that I wish you would. If we want to avoid this duplication we should do it on some reliable basis.

Mr. WALCOTT. Yes; I will do that (see p. —).

Mr. SULLIVAN. Does the question of printing arise here?

Mr. WALCOTT. As to the joint resolutions which have passed the House and Senate in regard to printing I was going to ask, in order to have this volume come out as heretofore for twenty years and more, that the words, on page 146 of the bill, "for 1905" shall be added; that is, so that that will read: "which report shall be published in one octavo volume and as a distinct publication, the number of copies, printing of separate chapters, and mode of distribution of which shall be the same as of the annual report for 1905." That is in order to keep the report continuing in this form. I recall the editor called my attention to the fact that the resolutions which passed were not clear in his mind, as to how they would affect that report, it being a separate report; and he said that that language should be added, so that there would be no misunderstanding.

The CHAIRMAN. If we commence making any innovations upon the practice contemplated by these resolutions it would be likely to subvert the whole intention.

Mr. WALCOTT. It would not be an innovation. It says, "in the same manner as heretofore."

The CHAIRMAN. Does the editor explain in what respect these joint resolutions would change the method of the printing of this report?

Mr. WALCOTT. We might let this go over until this whole matter is taken up, because it will involve the whole question of printing.

Mr. SULLIVAN. You do not insist upon that "immediately available" clause under the head of mineral resources, do you, Doctor?

Mr. WALCOTT. No, sir; I do not insist upon it. It would be convenient to have it, but if it is not thought advisable, never mind. We only asked for that where it applies to fieldwork. I think it is desirable to do it that way, and it is a better business method from the point of view of getting the most out of the money and conducting the business.

#### LIBRARY, PURCHASE OF BOOKS FOR.

The CHAIRMAN. The next item is, "For the purchase of necessary books for the library, including directories and professional and scientific periodicals needed for statistical purposes." That estimate for the next fiscal year is the same as the current appropriation?

Mr. WALCOTT. Yes, sir.

The CHAIRMAN. Is that appropriation expended every year?

Mr. WALCOTT. Oh, yes, sir. In 1904 we had \$6,000, and in 1905 it was reduced to \$2,000, and it is that for 1906. That enables us to buy the current literature which is not given to us that we can not get in exchange or in any other way.

Mr. SULLIVAN. We went into that item.

Mr. SMITH. I would like to ask how extensive is the permanent library of the Geological Survey?

The CHAIRMAN. It comprises 58,000 volumes.

Mr. WALCOTT. There are over 100,000 pamphlets also, and some 90,000 maps. It is, of course, the largest geological library, and it is the geological library of the Government. The Congressional Library does not duplicate this library.

Mr. SMITH. It far exceeds the law library which the Government provides for the Supreme Court.

Mr. SULLIVAN. There are no boundaries assigned for it, except those that exist in the imagination of the director. [Laughter.]

#### ENGRAVING AND PRINTING GEOLOGICAL MAPS.

The CHAIRMAN. The next item is for engraving and printing the geological maps of the United States, \$100,000. Now, Mr. Walcott, I inferred from your statement a moment ago, in discussing the item for the preparation of illustrations for the Geological Survey, that that included the engraving of your geological maps?

Mr. WALCOTT. That item did not include the engraving or reproduction of anything. It is simply for the preparing of the illustrations before they are transmitted to the engraver, or to be reproduced in any manner.

The CHAIRMAN. Does this item on page 145, for the preparation of illustrations of the Geological Survey, include the preparation of maps for the Geological Survey?

Mr. WALCOTT. It includes the preparation of such maps and illustrations as go into the published reports. The topographic maps are prepared by the topographers as they come in out of the field, except as they may receive occasional assistance from some draftsman in inking their pencil marks.

The CHAIRMAN. The only question in my mind was whether these two appropriations were not interchangeable.

Mr. WALCOTT. They are absolutely distinct, and are in no way interchangeable.

Mr. SULLIVAN. The one is preparation of the work for the printer or engraver, and the other is the work done by the printer or engraver.

Mr. WALCOTT. Each map is prepared and transmitted formally through the office of the chief clerk to the chief engraver, and when it reaches the latter it is in the form for him to put it in the hands of the engravers and have it engraved and printed.

The CHAIRMAN. Can you tell us how much of this \$100,000 a year, which you have had ever since 1903, was expended, say, in the fiscal year 1905 for engraving and how much for printing?

Mr. WALCOTT. I have all that data in the office, classified, but I do not have it with me. I can send it up.

APRIL 14, 1906.

*Cost of engraving and printing topographic and geologic maps, United States Geological Survey.*

(a) Engraving:		
Copperplate engraving	-----	\$28,713.50
Lithographic engraving	-----	6,200.00
Photolithographing	-----	2,739.00
		<u>\$37,652.50</u>
(b) Printing:		
Lithographic printing	-----	19,958.25
Type work (composition and presswork)	-----	5,573.75
Mechanical, electrotyping and plate making	-----	2,100.00
Map mounting and binding	-----	3,352.00
		<u>30,982.00</u>
(c) Editing and proof reading	-----	7,100.00
(d) Administration and clerks	-----	6,526.00
(e) Laborers	-----	1,972.00
(f) Supplies (copperplates, stones, paper, ink, etc.)	-----	15,767.50
		<u>100,000.00</u>
Total	-----	

*Payments made to per diem employees from the appropriation for engraving and printing geological maps of the United States during the fiscal year ending June 30, 1905.*

Designation.	Pay per diem.	Period of service.	Amount received.
		<i>Months.</i>	
One compositor	\$3.20	12	\$940.80
Apprentice engraver	3.20	12	998.40
	1.50	12	450.00
Copper-plate map engraver	1.50	12	468.00
	1.50	12	432.00
	1.50	12	445.50
Labrer	2.00	12	616.00
		<i>Days.</i>	
	2.00	5	10.00
		<i>Months.</i>	
Skilled laborer	2.00	6	306.00
Negative cutter	3.00	2	78.00
	1.50	3	100.50
Map printer	3.00	3	159.00
Map printer's assistant	2.50	6	335.00
	.50	7	74.00
Assistant map printer	2.00	12	624.00
	2.00	12	618.00
	2.00	12	540.00

*Payments made to per diem employees from the appropriation for engraving and printing geological maps of the United States, etc.—Continued.*

Designation.	Pay per diem.	Period of service.	Amount received.
		<i>Months.</i>	
Assistant map printer .....	\$1.50	12	\$469.50
	1.50	11	412.50
	1.50	11	339.00
	1.50	5	160.50
	1.50	6	232.50
	1.25	12	374.00
	1.25	2	47.50
	1.25	12	391.25
	1.25	12	336.25
	1.25	12	375.00
	1.25	1	32.50
	1.25	9	241.25
	1.25	2	48.75
	1.25	2	46.25
	1.25	6	178.25
	1.25	7	180.00
	1.25	6	181.25
	1.25	2	30.00
	1.25	3	65.00
	1.25	9	260.00
	1.25	4	110.00
	1.25	8	186.25
	1.25	3	87.50
	1.25	1	25.50
	1.25	1	25.00
	1.25	4	86.25
	1.25	6	167.50
	1.00	2	29.00
	1.00	4	38.00
	1.00	3	11.00
	1.00	1	28.00
	.50	6	79.00
	.50	5	48.50
	.50	2	18.25
	.50	6	79.00
	.50	7	65.00
	.50	7	74.50
	.50	7	87.50
	.50	5	65.50
	.50	4	35.50
	.50	3	24.50
	.50	3	29.50
	.50	1	6.00
	.50	7	77.00
Total .....			13,175.20

The CHAIRMAN. We would like to have the expenditure under each item separate, for engraving and for printing. This is exclusively for engraving and printing, I observe, and involves only two items of expenditure. If you will give us the amount under each head we shall be glad.

#### SALE OF MAPS.

In this connection, Mr. Walcott, have you any statement that you desire to make to the committee concerning the sale of topographic and geological maps?

Mr. WALCOTT. During the fiscal year ending June 30, 1905, there was received from the sale of topographic maps, \$10,680.26; of geologic folios, \$2,101.55, and of topographic folios, \$130.15, making a total of \$12,920.96. That money is covered into the Treasury and we do not get the benefit of it. That amount is represented largely by paper and presswork. It does not include the preparation of the maps in the field or the office.

In 1903 our annual appropriation was \$100,000, and up to the present time it has been \$100,000; but the appropriations for the Survey have increased between three and four hundred thousand dollars in that time, and naturally the accumulated work coming in has increased.

We have introduced several new methods by which we have reduced the cost in the engraving and printing division, but we have reached the limit of that. One year we ran considerably behind, so as not to be able to lay in our stock of paper, and an appropriation of \$10,000 was made especially for paper, which was bought. Now, this year we are coming up against a similar condition of affairs, and we also have a demand coming from map publishers, State governments, and foreign governments, and individuals and interests concerned in the reproduction of maps, for what are called transfers, in order that they may reproduce our maps, which are published by square degrees and parts of degrees for counties or States or local needs. The cost to us of furnishing that material now amounts in the neighborhood of \$5,000 a year, and that is turned into the Treasury and we get no benefit from it, so far as our appropriations are concerned.

Now, this \$13,000 and \$5,000, if we continue it, make a draft on our resources, which we are not able to use in our work of reproducing these field maps and publishing them, of \$18,000. I think it was wise to furnish these transfers, and in a letter which I addressed to the Secretary of the Interior on January 12, 1906, I stated the conditions in relation to this item, and that letter was transmitted from the Interior Department under date of January 12, and printed as House Document No. 365.

In that is recommended a paragraph for insertion in the sundry civil bill, which was recommended in the urgent deficiency bill, but it was either not brought up or not considered at that time. This paragraph is to the effect that—

The director of the Geological Survey shall, if the regular map work of the Survey is in no wise interfered with thereby, hereafter furnish to any person, concern, institution, or State or foreign government, that shall pay in advance the cost thereof with 10 per cent added, transfers or copies of any cartographic or other engraved or lithographic data in the division of engraving and printing of the Survey, and the moneys received by the Director for such transfers or copies shall be deposited in the Treasury to the credit of the appropriation for engraving and printing the geological maps of the United States, and such moneys may then be used to defray the expenses of engraving and printing the geological maps of the United States, in the same manner as that appropriation is used, and this provision shall become effective immediately and shall apply to the fiscal year 1906.

If this paragraph can be inserted in the sundry civil bill and become law, we can do all of the above work without cost to the Government, and with great benefit to the people who wish to use the data preserved in our office. The other amendment provides for the return to the appropriation of the money received from the sale of maps and folios. This is as follows:

That the money received from the sale of the maps and folios of the Geological Survey shall be deposited in the Treasury to the credit of the appropriation for engraving and printing the geological maps of the United States.

I earnestly hope that these two amendments may be approved of, or, in event of the committee not deeming it wise to insert such legis-

lation, that the appropriation for engraving and printing the geological maps of the United States be increased from \$100,000 to \$115,000.

In other words, if we can have that legislation, we can furnish to all who wish to use this cartographic material—and it is very extensively demanded—the data which they require, and it will be paid back to the Government. If we do not receive back into the appropriation for engraving and printing the topographic and geological maps the money it costs to produce them, which is the amount received through sales, we can not continue engraving and printing them at the rate at which they are demanded. This failure to secure the refund operates as a direct drain upon the production of the plates from which the maps are printed; in other words, the greater the sales the smaller the possibility of the production of new maps.

The CHAIRMAN. From whom comes this demand?

Mr. WALCOTT. It comes from the great map publishers of the world, from all publishers of local maps in the different States; also from those firms that are publishing general maps, and a very large demand comes from schools, colleges, universities, State officials, Members of Congress, and from the public generally. The Geological Survey maps of this character are accurate, and they form what are called the mother or base map for all maps which are subsequently printed of the regions which they cover.

The CHAIRMAN. Do you get any part of this demand from the owners of large areas of mineral lands, or the operators and people interested in the development of mineral lands?

Mr. WALCOTT. Such demand would come to us from the local publishers of the maps which they wish.

The CHAIRMAN. For instance, from a party who may own a very large tract of land, or a party which has in contemplation the purchase of a tract of coal land, for example, who wants information as to the results of the Geological Survey; do they write for those maps?

Mr. WALCOTT. They write direct to us and purchase the maps. We last year sold \$13,000 worth of geological and topographic maps to supply the country.

The CHAIRMAN. Have you ever thought of ascertaining the proportion of cost of those maps on the basis of including the cost of the work which the Government is doing and paying for in order to collect the data and information which the maps show, including that as a part of the cost of the maps to these private parties and individuals and corporations?

Mr. WALCOTT. When I took charge of the Survey in 1894 these maps were given away, largely through applications of individuals and many of them through Congress. I found there was a considerable waste, as there are always collectors who want to get something for nothing; but with that system the maps distributed in 1894 amounted, I think, to some 86,000 copies.

I asked legislation to enable us to sell those maps, and as a result of that discussion which took place in the committees it was decided to ask a nominal price, covering the cost of printing and paper, in order that the cost to the individuals who used them most—that is, the student and the prospector and the teacher, and they are by great odds the largest purchasers of maps for educational purposes, and the local engineer and the local individual who buys them—in order that

the cost. I say, should be simply the cost of paper and printing, and not take in the further cost of surveying or engraving or anything of that kind.

The CHAIRMAN. In view of the fact that the Government is cooperating, as you explained yesterday, with the States in making these topographic surveys, largely in the interest and for the benefit of the people of the localities and States, do you not think that the Government could very properly ask these people, if they desired to have the reproduction of a map, to pay a part of the cost of the original map, including a part of the expense of that survey? It seems to me it would not be inequitable at all to ask that these people reimburse the Government—those especially interested, who desire this information—to contribute something to the payment of the expense of making the original surveys and collecting the information upon which the maps was based.

Mr. SULLIVAN. Would not that, however, increase the pressure upon Members of Congress for the free distribution of them?

The CHAIRMAN. It might.

Mr. SULLIVAN. And is it not better to sell them at the actual cost of the paper and printing and thereby take that burden off Congress?

The CHAIRMAN. There is not really very much pressure upon Congress for the distribution of these maps.

Mr. WALCOTT. Under the present system they are well known throughout the country, and as soon as a map is finished notice of it appears in the engineering and mining journals, technical journals of every character throughout the country, and also in the catalogues as they are published, and of course in the locality which the map covers, so that it is very widely known; and the policy is to distribute these maps not as most other Government publications are distributed, but to sell them.

The CHAIRMAN. How many of them are distributed free? What proportion of the total issue?

Mr. WALCOTT. Two copies are furnished to each Member of Congress under the law. Then there is a certain number furnished to libraries. Some 400 are authorized to be furnished to foreign institutions, surveys, and exchanges, who send us back their map material.

The CHAIRMAN. Those are free?

Mr. WALCOTT. Yes.

The CHAIRMAN. How many copies do you publish of each map?

Mr. WALCOTT. The edition varies. Of a map like this Tonapah, Nevada, map, for which there is a large demand, we might publish six or eight thousand copies.

The CHAIRMAN. What do you sell that for per piece?

Mr. WALCOTT. Five cents apiece for a single map, and \$3 a hundred. For instance, of the geological map and folio of the Cripple Creek district there were 7,000 copies printed. Within six months our supply was exhausted. They were sold at 50 cents apiece. We never printed another edition, because it is an expensive folio, but there is constant inquiry for it. Of a map that is of minor interest we print an edition of 2,000 copies. That supplies the libraries and exchanges and the quotas of Members of Congress. Then, if there is a further demand we can print an additional edition of a thousand, or what may be necessary.

The CHAIRMAN. Is there not as much reason for including a part of the original cost of collecting the material for the making of the original map as there is for charging for the material in the copies that are sold to these people?

Mr. WALCOTT. As I recall, the original intent was simply to put on a nominal price, and that was supposed to be the price of printing and paper, in order to prevent the waste coming from free distribution. We have very largely the free distribution of most Government publications, and these maps were distributed free ten years ago. Under the present system of selling these maps at a nominal cost I think last year 600,000 copies were sold, whereas under the old system of giving them away, free about 80,000 or 90,000 copies were distributed.

The CHAIRMAN. What would a private company manufacturing maps charge for a map like that?

Mr. WALCOTT. Fifty cents, I should say; perhaps a dollar. It would be difficult to say, because they vary so much. A map like that [indicating] costs much more to engrave, on account of the number of lines and the character of the topography, as compared with a map having much more simple topography.

The CHAIRMAN. Ten cents for a map that you make and sell would not be an unreasonable price, would it, if the private concern would sell it for 50 cents?

Mr. WALCOTT. No, sir.

The CHAIRMAN. That would include a part of the cost of the original production?

Mr. TAYLOR. You would sell as many at 10 cents, or possibly at 25 cents, as you would at 3 cents?

Mr. WALCOTT. I could not say. This involves the whole purpose and policy, it seems to me, of the Government, in distributing its publications and the information it gathers.

Mr. SULLIVAN. That 5 cents covers the cost of materials and labor involved in the construction of the map?

Mr. WALCOTT. We sell them at 5 cents, or \$3 a hundred.

Mr. BROWNLOW. I understood you to say that six months after the issue of a folio the edition was exhausted?

Mr. WALCOTT. That was the Cripple Creek folio. There was a great demand for that.

Mr. BROWNLOW. Did that exhaust the demand?

Mr. WALCOTT. The demand continued after that, but the stones had been cleaned off, and as the cost of reproduction would hardly have warranted another edition we thought that edition would have to answer.

The CHAIRMAN. In your experience do the Members of Congress call for the copies placed to their credit?

Mr. WALCOTT. The system pursued has been to inform each Member of Congress of the maps at his disposal for distribution. For instance, if 30 new maps come out in the course of three months we send to each Member of Congress a list of them, and state that there are at his disposal 2 copies of each of these 30 maps, or an equivalent number (60) of any particular sheet or sheets he may select. A man from Nevada would naturally want a Nevada map, and a Member of Congress from Maine would want the Maine map, and in that way the matter is adjusted. I asked the document clerk a few days since if



there was a large number of maps that were intended for distribution by Members of Congress that had not been called for—that is, copies intended for free distribution through Congress—and he reported that he had very few maps on hand credited to Members of Congress.

The CHAIRMAN. Is not that due to the fact that you ask Members of Congress to turn their quotas over to you?

Mr. WALCOTT. We ask them to turn over to us their quotas and fill out all applications that come to them for these maps. We have every day a large mail, sometimes 300 letters, sometimes 500 letters a day, in relation to maps, asking for maps, and a great many of these come through Members of Congress.

The CHAIRMAN. Do not most of the Members transfer their quotas to you?

Mr. WALCOTT. I should say perhaps 30 per cent of them do. They transfer their requests directly to us and ask us to send them.

May I leave these amendments with the stenographer?

The CHAIRMAN. Yes.

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TUESDAY, April 17, 1906.

ENGRAVING AND PRINTING GEOLOGICAL MAPS (CONTINUED).

The CHAIRMAN. Mr. Walcott, I asked you on Saturday last to give the committee a statement showing the appropriation fund, on page 147, expended for engraving, and the amount for printing.

Mr. WALCOTT. I have it here, and it will be put in the hearings at the proper place.

The CHAIRMAN. Can you give us now the total of each?

Mr. WALCOTT. For engraving in 1905: For salaries, \$37,652.50; for printing, the total salaries were \$30,982. For editing and proof reading, \$7,100. The editing and proof reading consists in this: An engraver after taking a map and engraving it on copper has a proof made from it, and there are three plates for each map, one plate for the drainage, which is printed in blue; one plate for the relief or topography, which is printed in brown, and one plate for the culture or work of man, roads, bridges, towns, and what not, which is printed in black. Each one of those has to be carefully proof read to see that there are no mistakes, and also when the three plates are printed on one sheet of paper to see that the work is accurate and the words are properly spelled. That is the editing.

The CHAIRMAN. What do you say the salaries for engraving were?

Mr. WALCOTT. \$35,652.50.

The CHAIRMAN. What additional expense is there in addition to the salaries?

Mr. WALCOTT. The proof reading was \$7,100. Then we have laborers who do the laboring work for the office, carrying the plates and lithographic stones, cleaning the presses, and all that. They are paid \$1,700. We call them laborers because they are the men doing the labor work.

The CHAIRMAN. Now the items for printing.

Mr. WALCOTT. Printing, \$30,982 for salaries. Then we have the supplies, which includes copper plates, lithographic stones, paper,

ink, and repairs, amounting to \$15,767.50. The cost of administration, including the engravers and the clerks, three clerks and a couple of messenger boys, comes to \$6,526. The total is \$100,000.

Mr. SULLIVAN. \$100,000 flat?

Mr. WALCOTT. That is the way it is added up here by our bookkeeper.

Mr. SULLIVAN. It looks as if some one was trying to make the punishment fit the crime.

Mr. WALCOTT. Prior to the conclusion of each fiscal year we buy supplies with as much money as we have available. This appropriation is one that is not sufficiently large to keep up with the work and supply transfers and sell maps. We are falling behind. An extra \$10,000 was appropriated for map paper several years ago, but we are coming up to the 1st of July lacking seasoned paper. We ought to buy \$10,000 worth of paper and we haven't any money to do it with. I spoke of that in connection with getting the refund from the sale of maps, transfers, etc., at the last hearing.

The CHAIRMAN. That item for supplies, \$15,767.50, represents actual purchases made, and is not a mere matter of bookkeeping!

Mr. WALCOTT. So far as I know. It is given to me as transcribed from the books. It is running expenses of every kind, excepting salaries, for twelve months.

The CHAIRMAN. It is not a bookkeeping item of intention to make purchases later?

Mr. TAYLOR. It is a mere transfer from your books?

Mr. WALCOTT. Yes.

#### GAUGING STREAMS (CONTINUED).

The CHAIRMAN. On page 148, at the bottom of the page, for gauging the streams and determining the water supply of the United States, and for the investigation of underground currents and artesian wells, and the preparation of reports upon the best methods of utilizing the water resources, you have estimated \$200,000 for the next fiscal year, and you have the same amount for the current year. I would like to ask you to furnish the committee, if you can—or later, if you can not do it at this time—an estimate of how much of that \$200,000 has been expended in the States where the Government has no public land, or where there is no reclamation going on. And how much is being expended and is necessary to be expended in connection with the reclamation service.

Mr. WALCOTT. Mr. Chairman, I have those figures, but not arranged in the same manner; but I will put it in the hearings.

The CHAIRMAN. I would also like to have you include in that statement information as to whether in the event the appropriation is reduced in the amount necessary for work in connection with the reclamation service your clerical force now engaged could be reduced, or would be reduced.

Mr. WALCOTT. In relation to the connection between this fund and the reclamation work, I will say that the law permits in carrying it into effect the use of the funds for all purposes connected with that; but the reclamation fund does not permit us to gauge streams or obtain knowledge of underground water supplies in any of the irrigation States. There is no duplication of work where we would spend any part of this \$200,000 for purely reclamation projects.

The CHAIRMAN. Assuming that that is true, and assuming that the committee would appropriate for carrying on this work in connection with the reclamation work and appropriate the amount necessary for the reclamation service, I simply desired to have the committee informed as to the amount necessary in that event. That was the reason for making the request—that is, the segregation of the appropriations between the amount expended in the irrigation States and the amount that is expended in the gauging of streams in the States where the Government has no public land or has no other interest.

Expenditures from the appropriation for the fiscal year 1905 "for gauging the streams and determining the water supply of the United States, and for the investigation of underground currents and artesian wells, and the preparation of reports upon the best methods of utilizing the water resources, two hundred thousand dollars."

Arid States, west of one hundredth meridian:		
Gauging surface streams	\$51,945.01	
Underground waters	22,738.04	
		\$74,683.05
Humid States, east of one hundredth meridian:		
Gauging surface streams	58,567.12	
Underground waters	13,920.65	
River profile surveys	830.23	
		73,318.00
Computations, maps, reports, inspection, and administration, Washington office		37,548.96
Quality of water (hydroeconomics)		14,286.26
Unexpended		163.73
		200,000.00

Mr. SMITH. What is meant by "voucher clerk," stated there, as applying to such a small office—an office expending only \$200,000 and containing 78 employees?

Mr. WALCOTT. In reply to that question I will say that each of these appropriations provides that certain work shall be carried out. In the earlier part of this bill we have a provision made for a few clerks under the heading of the office of the Director, on pages 137 and 138, amounting in 1906 to \$32,740. That amount has been approximately the same for the last ten years. The growth of the Survey necessitated the employment of more clerks from year to year. To conduct the work of the office, the administration of the office, we charge against each one of these appropriations the pro rata share of the office expenses in addition to the number provided for under the item of \$32,740. It is not that the voucher clerk passes upon the vouchers of that particular \$200,000, but that voucher clerk passes upon the vouchers of \$300,000 of topographic or geologic or other appropriations of the Survey; in other words, there is no classified office force that covers the entire office force of the Survey.

Mr. SMITH. Then, as a matter of fact, if I understand you, you practically transfer these funds that are appropriated from one item of appropriation to another. You appoint a voucher clerk under this fund, although a man could make out all of the vouchers of this fund in one day in a month, and then you have him do work in connection with the other vouchers on other items, although he is drawing money in connection with the gauging of streams. Is that correct?

Mr. WALCOTT. That is practically correct.

Mr. SMITH. Do you think it is legal, Mr. Walcott, to transfer these funds from one head to another?

Mr. WALCOTT. I think Mr. Courts may remember that this question of the office force of the Survey has been explained to the committee many times in the past; and the question of classifying that force and providing for it has been up several times.

The CHAIRMAN. Would it not be better administration, Mr. Walcott, for you to provide without classification, if classification is not practicable, for the entire office force employed in connection with all the work of the Survey, and then provide for the work in the field under the different headings that you are now receiving your appropriations for?

Mr. WALCOTT. That classification I think would be one on a more businesslike basis.

The CHAIRMAN. You have a permanent office force all of the time that is working, doing the clerical work incident to the administration of all these various appropriations.

Mr. WALCOTT. Certainly.

The CHAIRMAN. Wouldn't it be better to have that force provided for specifically without classification, if classification is not practicable, than to be drawing from one fund for this man, and another for that man, while they are doing work incident to the administration of different appropriations.

Mr. WALCOTT. In order that that matter might be fully before the committees every year, the plan of printing every employee under each appropriation, showing what he is paid for, etc., was put into these estimates, in order that the full knowledge might be before the committee as to how the money is used.

Mr. SMITH. I did not mean to question your candor about the matter, but the question is, Do you not practically certify here, in order to get this money upon this item of appropriation for voucher clerk, that his work is done on the item covered by that appropriation, and if the facts are to the contrary, is not that illegal? As a matter of fact, that is only a trifling portion of his work.

Mr. WALCOTT. I should say, under a strict construction, I do not know, and, as I said yesterday, I am not a lawyer. I am not posted as to what may be legal in governing these appropriations, but I will say that it is not businesslike to do it without direct authority, to say the least.

Mr. SMITH. I know. But in order to get this fund audited by the Comptroller you have to send in a voucher to show that this work was done under this head.

Mr. WALCOTT. Yes, sir.

Mr. SMITH. He would not audit it unless you did so?

Mr. WALCOTT. No, sir.

Mr. SMITH. But that is not the fact. It is not done under this head, but it is done under many heads.

Mr. WALCOTT. Well, he does many things.

Mr. SMITH. As a matter of fact, this voucher clerk could look after the vouchers under this particular head in one day in a month. couldn't he?

Mr. WALCOTT. I presume so.

Mr. SMITH. There are only 78 employees, and he would be able to clean it all up in one day, yet you certify that he is doing this work under this head, while he is doing it under other heads. I don't think that is legal, Mr. Walcott.

Mr. WALCOTT. Well, you might put it in this way, as to whether a man was being paid extravagantly under this head for doing the work.

Mr. SMITH. And doing the other work for nothing?

Mr. WALCOTT. Doing the other work for nothing.

The CHAIRMAN. The point I want to impress upon Mr. Walcott is, that I am not criticising his organization or assuming that he is entirely responsible for this. This bill itself, carrying the appropriation in the form it does, is undoubtedly responsible for the present method.

But as an administrative officer I would like to submit to you, Mr. Walcott, as to whether it would not be better administration to provide for all of the clerical assistants which you know you require in the administration of your office than to segregate your employees, to try to segregate them, by charging so much money to this appropriation and so much money to that, instead of providing for all of them in one sum, or classifying them? It would seem to me to be better administration to do it in that way; and I do not know what the committee may think of it when they come to make up this bill. so of course we would want to have your judgment about it. The plan would be to make provision for all of the clerks employed there, appropriating for them specifically as a whole, and then deduct from the other appropriations the amount which is charged to them.

Mr. WALCOTT. I think that would be practicable, and I think it would do away with the difficulty suggested by Mr. Smith.

The CHAIRMAN. It would undoubtedly do away with that.

Mr. WALCOTT. I do not know why it would not be practicable to do that.

WASHINGTON, D. C., April 26, 1906.

HON. JAMES W. TAWNEY,

*Chairman Committee on Appropriations.*

DEAR SIR: In my hearing before the appropriations committee April 17 on the subject of the general expenses of the Survey I was asked if I thought it was legal to pay employees in the office engaged in general work covering all of the operations of the Survey from the various sums appropriated, such as "topographical surveys," "Geological surveys," etc. At the time I think the committee and myself overlooked the language under the paragraph "For general expenses of the Geological Survey," which reads as follows:

"For the Geological Survey and the classification of the public lands and examination of the geological structure, mineral resources, and the products of the national domain, to continue the preparation of a geological map of the United States, gauging streams, and determining the water supply, and for surveying forest reserves, *including the pay of necessary clerical and scientific force and other employees in the field and in the office at Washington, District of Columbia, and all other necessary expenses, including telegrams, to be expended under the direction of the Secretary of the Interior, namely:*"

The particular words I wish to call attention to are in italics.

I think this language fully authorizes the employment of all the clerical and other force necessary to properly carry on the work of the Survey in Washington, and to pay for it from the various appropriations made in the items that follow.

As I now recall, this has been the understanding since I took charge of the Survey in 1894.

If this view is correct, then the statement of the amount paid for annual salaries under each item as submitted in the Book of Estimates, also the amount of the per diem salaries and the amount paid for temporary field force, field expenses, supplies, etc., will give the committee full knowledge of just how the appropriations are expended.

Yours, respectfully,

CHAS. WALCOTT, *Director.*

Mr. SMITH. Is the expenditure in this item in a separate subdivision of your office?

Mr. WALCOTT. There is a separate book account kept of it, of course; it is in charge of the chief distributing clerk.

Mr. SMITH. This work of gauging streams—I am not speaking of the expenditure of the money—under whose head is that?

Mr. WALCOTT. The work of gauging streams is under the hydrographer, as we call him, of the Survey, but each one of those items is under the head of a special chief, just like the chief of a division in an ordinary office.

Mr. SMITH. Are these numerous clerks that are covered in this appropriation just like this voucher clerk, working partly under this item and partly under others?

Mr. WALCOTT. Some are, such as stenographers; while there are others who are employed, and if they have not sufficient work to do under this appropriation they are put somewhere else.

The CHAIRMAN. Then this does not really represent any waste?

Mr. WALCOTT. No waste; they are kept busy at something all of the time.

Mr. SMITH. That is commendable, certainly.

Mr. WALCOTT. During the winter months when the men are all in from the field these clerks are all busy in their special branches. In the summer time the per diem people are furloughed or dropped and the permanent employees are given employment in anything that may turn up that they are able to do.

Mr. SMITH. Why shouldn't those clerks be carried in the general appropriation for the clerical work of your office and not carried in this way, because they do not spend anything like all of their time in this work?

The CHAIRMAN. I notice that you have two cataloguers—one at \$1,200 and one at \$720—in this item.

Mr. WALCOTT. I think they were spoken of in connection with the library.

The CHAIRMAN. That is what I wanted to ask you about.

Mr. WALCOTT. These two people are engaged in cataloguing things in connection with this special branch, and also in cataloguing any material that comes in the office. They are employed as cataloguers to do whatever there is in that kind of work.

Mr. SMITH. What cataloguing is there to do under this item?

Mr. WALCOTT. There is not a considerable amount of it; simply the papers that may come in in relation to hydrography, in things pertaining to this branch of the work.

Mr. SMITH. But this is not a general appropriation for hydrography, but simply an appropriation for gauging streams. What cataloguing is there to do in connection with gauging streams?

Mr. WALCOTT. We have a publication in relation to gauging streams; but what I wish to explain again is this: That we have to provide for the clerical work of the office, and in providing for that we take a certain percentage of each appropriation and charge that clerical force against it. As the chairman has expressed it, it would be better to have the clerical force provided for as a whole and the aggregate amount which is charged against each one of these appropriations taken from them and appropriated for a clerical force.

The CHAIRMAN. It seems to me that that would simplify the administrative part of your work in the office, and also the accounts.

Mr. WALCOTT. I will say that every year after the appropriations are made we have to calculate very carefully what the clerical force of the office will cost for the year, and then prorate it and charge it against this appropriation over and above this amount of \$32,740.

Mr. SMITH. As a matter of fact, these cataloguers are practically library employees, and have almost nothing to do with this item.

Mr. WALCOTT. Practically, yes; but, as I say, it is prorated against this special appropriation.

Mr. SULLIVAN. You ascertain the allotment for clerk hire and assign in the estimate a sufficient number of clerks to use the money.

Mr. WALCOTT. Yes, sir.

Mr. SULLIVAN. To do what Mr. Tawney suggests will somewhat destroy the symmetry of the estimate.

Mr. SMITH. In making this apportionment do you make the pro rata apportionment upon the amount appropriated or upon the amount of clerical service actually required up to that appropriation?

Mr. WALCOTT. The way we do is this: For the actual employees under that appropriation, where all of the work pertaining to that appropriation is separate from the other, it is charged to that appropriation flat, and then the balance of the employees who work, as in the case of these cataloguers, for all divisions, that amount is prorated to the appropriations.

Mr. SMITH. When you prorate, you mean dollars of the appropriation, without any reference whatever to the amount needed for that branch?

Mr. WALCOTT. Certainly.

The CHAIRMAN. In what respect does your service differ? I do not mean the work, but the service, from the Coast and Geodetic Survey service, where we provide specially for the office force and for the field force; and where we provide specifically for all contingent expenses.

Mr. WALCOTT. As I understand it, in the work of the Coast and Geodetic Survey, they have a specific line of work covering very few operations. The work of the Geological Survey covers many operations, many fields of activity. I would like to ask you, if I may, that when you have the Superintendent of the Coast and Geodetic Survey before you, to ask him if he thinks that our system would work as beneficially in his department—I mean as to the technical and scientific work. If I have understood correctly, he feels that he could get better results without the classification of his scientific and technical force than he could with it.

The CHAIRMAN. Suppose we were to provide so much for the office force, the clerical force, without classification.

Mr. WALCOTT. So far as the classification of clerical force is concerned, there is no objection to it whatever. I do not know that it would make any material difference. That would depend upon the administrative officers in charge. If to-day an \$1,800 clerk, or we will say the assistant librarian, drops out, resigns, or is removed, unless there is some person especially qualified to take a place like that, no one is appointed to that \$1,800 place. It may be that a \$1,400 librarian, or a person qualified, is taken from the civil service

at \$1,200, and put in that place, and the next person below, if they are not qualified, is not promoted to it; in other words, it is running the office in the manner that an ordinary business manager would run it. I will make an illustration:

One of our geologists, the man who surveyed the Tonopah district was getting \$2,700, and I hoped in time to raise him to \$3,000. An outside mining organization last summer offered him \$5,000; and as it was necessary for him to increase his income if he could, owing to various obligations, he resigned and took that place. We had in the Survey another man to whom we paid \$2,700, and he has gone to Chicago at a salary of \$5,000. We get men and train them through years of work, from the time they join the Survey after passing the first examination, and they finally reach proficiency and effectiveness so that they are in demand. In the case of those who survive and become very proficient, if the Director of the Survey can not offer them any inducement that they are going to get a salary of, say, \$3,000 or \$3,500, the chances are that he will lose him. The average man who is satisfied with \$2,000 or \$2,500 always stays with you, but it is the best qualified men that we especially want to keep. If you have ten places at \$2,000, ten places at \$2,400, ten places at \$2,700 or \$3,000, and the \$3,000 man drops out, you would like to put one of the other men in his place; but under this system, if you haven't the man qualified, the money is not used.

The CHAIRMAN. Under your system you have sufficient latitude to enable you to increase such a man's salary.

Mr. WALCOTT. Of course he could not get up to \$5,000, because the highest salary paid is \$4,000.

The CHAIRMAN. But up to the point of \$4,000 you can increase the man's salary, if you desire to do so, under your present appropriation?

Mr. WALCOTT. Yes, sir.

The CHAIRMAN. But even if we desired to appropriate one sum for your entire clerical force, would you have the same discretion that you have now?

Mr. WALCOTT. Yes, sir.

Mr. SMITH. All that you claim to exercise discretion in is with reference to the scientific force?

Mr. WALCOTT. The technical and scientific force; but I think it is wise to do the same for the clerical force if you have good administration.

The CHAIRMAN. That is undoubtedly true. The question resolves itself into one of efficient administration.

Mr. WALCOTT. Yes.

The CHAIRMAN. Then it is better for Congress to specifically provide for the clerical force, fixing the salaries paid, is it not?

Mr. WALCOTT. Yes, sir; on general principles. I also think it is a very good system, no matter what you do, to have these salaries printed with the estimates. In that way the committees and Congress will know just what is being paid and where it is going. I think the summing up in per diem will add to that, so we will have knowledge of the total.

Mr. SULLIVAN. Have you given the total salaries under this head of gauging streams?

Mr. WALCOTT. Yes; \$79,360.



Mr. SULLIVAN. That excludes the per diem.

Mr. WALCOTT. There are two per diem men down here; they are not estimated. I will say in relation to per diem employees in this special work that we employ men for gauging streams, sometimes bridge tenders on railways, sometimes farmers living near the stations, and they are paid all the way from \$3 to \$10 a month; and to get at the actual amount paid out in wages to these men would necessitate going through all the vouchers of last year. As there are many hundreds, it would take a great deal of work to do it.

Mr. SULLIVAN. Have you a detailed statement showing the amount paid for supplies and salaries under this heading under the \$200,000 appropriation?

Mr. WALCOTT. I will put that statement in the hearings.

#### FOREST RESERVES, SURVEYING (AGAIN).

The CHAIRMAN. The next item is on page 150, for continuation of the survey of the public lands that have been or may hereafter be designated as forest reserves.

Mr. WALCOTT. In my first explanation before the committee under topography I explained what these were made for.

The CHAIRMAN. And you said this service was not duplicated by the Forestry Division of the Agricultural Department?

Mr. WALCOTT. Not at all.

The CHAIRMAN. This survey, as I understood you to say, is made for the use and benefit of the Forestry Division?

Mr. WALCOTT. Yes; primarily.

The CHAIRMAN. Is your survey also used in connection with the Land Office—used by the Land Office?

Mr. WALCOTT. The topographic maps are not used in operations that are carried on in the Land Office, as far as I know.

The CHAIRMAN. To what extent has this survey been made, and have you data showing the extent to which the survey will be continued during the current fiscal year, to determine the amount of money that we should appropriate for the service?

Mr. WALCOTT. This survey of the forest reserves began in 1897 and has continued up to the present time. Detailed topographic maps have been made of 56,797 square miles and reconnoissance maps made in some rougher mountain portions of 1,072 square miles.

The boundary lines have been surveyed and marked with permanent monuments to the extent of 2,026 miles, and lines exclusive of boundaries have been run to the extent of 2,080 miles, and for control of topography for relief 14,964 miles of level lines have been run, and permanent bench marks have been indicated by standard iron posts to the number of 3,671. That is simply a summing up of the amount of work that has been done.

I have not here the total area of the forest reserves. There have been frequent changes within the last year even. I can answer this later on in the hearing after obtaining it from the Chief Forester.

[United States Department of Agriculture, Forest Service, Gifford Pinchot, Forester.]

*Location and area of the national forest reserves in the United States, Alaska, and Porto Rico, March 15, 1906.*

State.	Reserve.	Area.	Total
		<i>Acres.</i>	
Arizona .....	Black Mesa.....	1,658,880	
Do.....	Prescott.....	423,680	
Do.....	Grand Canyon.....	2,307,520	
Do.....	San Francisco Mountains.....	1,975,310	
Do.....	Santa Rita.....	37,300	
Do.....	Santa Catalina.....	155,520	
Do.....	Mount Graham.....	118,600	
Do.....	Chiricahua.....	169,800	
Do.....	Pinal Mountains.....	45,780	
Do.....	Tonto.....	1,115,200	
California .....	Tahoe <sup>a</sup> .....	838,837	8,357,300
Do.....	Stanislaus.....	627,780	
Do.....	Sierra.....	5,040,520	
Do.....	Santa Barbara.....	1,838,323	
Do.....	San Bernardino.....	737,120	
Do.....	San Gabriel.....	555,520	
Do.....	San Jacinto.....	668,160	
Do.....	Trabuco Canyon.....	109,920	
Do.....	Warner Mountains.....	306,518	
Do.....	Modoc.....	268,218	
Do.....	Plumas.....	579,520	
Do.....	Trinity.....	1,243,042	
Do.....	Klamath.....	1,896,313	
Do.....	Lassen Peak.....	897,115	
Do.....	Diamond Mountain.....	626,724	
Do.....	Shasta.....	1,377,125	
Do.....	Yuba.....	524,287	18,155,000
Colorado .....	Battlement Mesa.....	797,720	
Do.....	Pikes Peak.....	1,681,667	
Do.....	White River.....	970,880	
Do.....	San Isabel.....	321,227	
Do.....	Gunnison.....	901,270	
Do.....	Leadville.....	1,219,947	
Do.....	Medicine Bow <sup>b</sup> .....	1,155,909	
Do.....	San Juan.....	1,437,406	
Do.....	Park Range.....	757,116	
Do.....	Wet Mountains.....	239,621	
Do.....	Cochetopah.....	1,133,330	
Do.....	Montezuma.....	576,719	
Do.....	Uncompahgre.....	478,111	
Do.....	Holy Cross.....	990,720	
Do.....	La Sal <sup>c</sup> .....	29,502	
Do.....	Fruita.....	7,680	12,600,000
Idaho .....	Bitter Root <sup>d</sup> .....	3,860,960	
Do.....	Priest River <sup>e</sup> .....	541,160	
Do.....	Pocatello.....	49,920	
Do.....	Yellowstone <sup>f</sup> .....	177,960	
Do.....	Sawtooth.....	1,947,520	
Do.....	Wesler.....	324,964	
Do.....	Henrys Lake.....	798,720	
Do.....	Payette.....	1,460,960	
Do.....	Cassia.....	326,160	9,400,000
Kansas .....	Garden City.....	97,280	97,280
Montana .....	Yellowstone <sup>f</sup> .....	1,229,680	
Do.....	Bitter Root <sup>d</sup> .....	691,920	
Do.....	Gallatin.....	888,660	
Do.....	Lewis and Clark.....	4,670,720	
Do.....	Madison.....	958,800	
Do.....	Little Belt.....	548,560	
Do.....	Highwood Mountains.....	45,000	
Do.....	Elkhorn.....	186,240	
Do.....	Hell Gate.....	1,481,280	
Do.....	Big Belt.....	630,260	11,860,000
Nebraska .....	Niobrara.....	123,779	
Do.....	Dismal River.....	85,123	
Do.....	North Platte.....	347,170	556,072

<sup>a</sup> Total of Tahoe in California and Nevada = 897,952 acres.<sup>b</sup> Total of Medicine Bow in Colorado and Wyoming = 1,574,668 acres.<sup>c</sup> Total of La Sal in Colorado and Utah = 158,462 acres.<sup>d</sup> Total of Bitter Root in Idaho and Montana = 4,552,880 acres.<sup>e</sup> Total of Priest River in Idaho and Washington = 645,120 acres.<sup>f</sup> Total of Yellowstone in Wyoming, Montana, and Idaho = 7,988,560 acres.

Location and area of the national forest reserves in the United States, Alaska, and Porto Rico, March 15, 1906—Continued.

State.	Reserve.	Area.	Total.
		<i>Acres.</i>	
Nevada.....	Tahoe <sup>a</sup> .....	59,115	59,115
New Mexico.....	Gila.....	2,823,900	
Do.....	Pecos River.....	430,880	
Do.....	Lincoln.....	542,519	
Do.....	Portales.....	172,680	
Do.....	Jemez.....	1,287,205	
Oklahoma.....	Wichita.....	57,120	57,120
Oregon.....	Bull Run.....	142,080	
Do.....	Cascade Range.....	4,424,440	
Do.....	Ashland.....	18,560	
Do.....	Wallowa.....	747,200	
Do.....	Wenaha <sup>b</sup> .....	413,250	
Do.....	Chequamegon.....	220,320	8,695,690
Do.....	Mauzy Mountain.....	54,220	
Do.....	Blue Mountains.....	2,675,620	
South Dakota.....	Black Hills <sup>c</sup> .....	1,163,320	
Do.....	Cave Hills.....	23,360	
Do.....	Slim Buttes.....	58,160	
Do.....	Short Pine.....	19,040	1,268,880
Utah.....	Fish Lake.....	288,800	
Do.....	Uinta <sup>d</sup> .....	2,218,216	
Do.....	Payson.....	167,290	
Do.....	Logan.....	182,080	
Do.....	Manti.....	777,920	
Do.....	Aquarius.....	639,000	6,005,089
Do.....	Grantsville.....	68,960	
Do.....	Salt Lake.....	95,440	
Do.....	Sevier.....	710,920	
Do.....	Dixie.....	465,920	
Do.....	Beaver.....	261,593	
Do.....	La Sal <sup>e</sup> .....	128,960	7,785,600
Washington.....	Priest River <sup>f</sup> .....	103,960	
Do.....	Mount Rainier.....	1,943,620	
Do.....	Olympic.....	1,466,880	
Do.....	Washington.....	3,952,840	
Do.....	Wenaha <sup>b</sup> .....	318,400	
Wyoming.....	Yellowstone <sup>g</sup> .....	6,580,920	8,261,431
Do.....	Black Hills <sup>c</sup> .....	46,440	
Do.....	Big Horn.....	1,151,680	
Do.....	Medicine Bow <sup>h</sup> .....	418,759	
Do.....	Uinta <sup>d</sup> .....	63,632	
Total of 97 forest reserves in the United States.....			8,261,431
Alaska.....	Afognak.....	403,640	4,909,880
Do.....	Alexander Archipelago.....	4,506,240	
Porto Rico.....	Luquillo.....	65,950	65,950
Grand total of 100 forest reserves.....			13,237,261

<sup>a</sup> Total of Tahoe in California and Nevada = 897,952 acres.  
<sup>b</sup> Total of Wenaha in Oregon and Washington = 731,650 acres.  
<sup>c</sup> Total of Black Hills in South Dakota and Wyoming = 1,209,760 acres.  
<sup>d</sup> Total of Uinta in Utah and Wyoming = 2,281,848 acres.  
<sup>e</sup> Total of La Sal in Colorado and Utah = 158,462 acres.  
<sup>f</sup> Total of Priest River in Idaho and Washington = 645,120 acres.  
<sup>g</sup> Total of Yellowstone in Wyoming, Montana, and Idaho = 7,988,560 acres.  
<sup>h</sup> Total of Medicine Bow in Colorado and Wyoming = 1,574,668 acres.  
<sup>i</sup> 13,210 square miles for the United States.  
<sup>j</sup> 160,984 square miles, United States, including Alaska and Porto Rico = 160,984 + square miles or 33,219 exclusive of Alaska and Porto Rico.

The CHAIRMAN. You say this survey of forest reserves began in 1897? The first appropriation was in 1898, was it not?  
 Mr. WALCOTT. I beg pardon, that was made for the fiscal year 1898 and began in 1897, I believe.

The CHAIRMAN. Was there any survey of the forest reserves prior to that time?

Mr. WALCOTT. No, sir. There may have been some incidental topographical maps made in connection with mineral-land survey and geological surveys, but not to any considerable extent.

The CHAIRMAN. What conditions prompted the Government to institute these surveys of forest reserves?

Mr. WALCOTT. When the original forest-reserve areas were withdrawn the land was reserved for forestry purposes only. With the forest-reserve act the question of the classification and administration of the forests on the reserves came up. It was reported upon at that time and the necessity for having a topographic map upon which to plat the commercial forests and burned areas and all matters pertaining to forestry was at once apparent. No intelligent forestry can be carried on without maps upon which to plat the distribution of the occurrence of the various classes of timber.

The CHAIRMAN. Both as to topography and as to boundaries?

Mr. WALCOTT. Yes; and also the distribution of the forests. The topographers, in making these maps, also at the same time indicated the character of the forests, so far as their knowledge will permit them to go; and since then large areas have been carefully examined by forestry experts, and it is being carried on to-day under the Agricultural Department by the Forestry Service. It is indispensable to have these forest reserves surveyed. This amount for the coming year will not finish the work, because there are many thousands of square miles that have not yet been touched.

The CHAIRMAN. Do you have any idea of the number of years required to complete these surveys?

Mr. WALCOTT. If I knew the actual extent of the forest reserves I might say. But they have been increased very largely within the last year, and I think ultimately all the western forests in the control of the Government will be included in the reserves. It is safe to say that.

The CHAIRMAN. What is the area of these reserves that have been surveyed within the last fiscal year?

Mr. WALCOTT. Three thousand and twenty-eight square miles, during the fiscal year 1904-5. During the present year the area was 7,824 square miles.

The CHAIRMAN. Surveyed during the last fiscal year?

Mr. WALCOTT. Yes, sir; in 1905.

Mr. SMITH. I notice that the language of this item is, "For continuation of the survey," etc., without specifying whether topographic or geological, as in other cases. What was the reason for that?

Mr. WALCOTT. It was always understood to be primarily topographic. In 1897 and 1898 the survey included the mapping of the forest areas, so far as our men could in making a topographic map. This also included a survey of the forest covering.

Mr. SMITH. It included the right to expend the money?

Mr. WALCOTT. We do not expend any money for geological work, as such, in that connection, that I know of.

Mr. SMITH. Why is it so much more important to proceed more rapidly with those lands, that are never to be sold, than with the other lands, which are to be sold?

Mr. WALCOTT. The forest reserves have been quite a tax upon the Government. In order to make them self-supporting we must have the means of classifying and selling the timber and also of administering the reserves. This will bring the whole matter down to a business basis.

In India they have all their forest reserves mapped. They have a forestry force of 13,000 people, and, according to the record I have of the India survey, they pay the entire expense, including that of six or seven hundred English officers who have charge of the forest reserves, and they turned several million dollars back into the treasury from the sale of timber.

This service of ours began only a few years ago, and I understand that the income this year will be in the neighborhood of half a million dollars, and it is supposed that within two years this service will be entirely self-supporting. In other words, it will pay for all its cost and for all the surveying of the areas, and probably put a surplus into the Treasury. That can not be done unless they have these maps upon which to indicate their boundaries and properly administer the reserves.

That is the reason for pushing this special work. It might be a wise policy, perhaps, to push it more rapidly than we do now. No map is made of the forestry reserves without the Chief Forester of the Agricultural Department indicating where that map can be made to the most advantage to push the development of what we might call the commercial interests of the forest reserves and make them self-supporting.

Mr. SMITH. I did not realize before that in these worthless forest reserves there are large amounts of timber which can be cut and sold without detriment to the forests.

Mr. WALCOTT. A forest should be treated just as you treat any other land for a crop. The matured timber should be taken out promptly, properly forested, and put on the market. In Canada they sell their timber by stumpage. They have regulations and rules, and the timber is cut under the direction of the forest officer. Under the method that has been pursued in this country until within a very short time a firm or individual will get control of say 10,000 acres of forest land; they want to get every cent out of it they can and they do not care how. They send their lumbermen in the forest in the winter to turn into logs the standing timber, and they cut anything that will go into the market and anything that they can sell, from a tree 6 inches in diameter to a fully developed tree, they leave the residue piled up in a general brush heap, and a match thrown down or a fire started by lightning there finds everything in readiness for a tremendous conflagration.

In the forest reserves they can only cut trees marked by forestry officers. It is regulated so as to leave the younger trees to mature, and where the trees are rapidly growing you ought to be able to get a crop in at least every fifteen years, and in that way to keep up a rotation, as you would keep a rotation of agricultural crops, as the timber matures.

Mr. SMITH. You say about a half a million dollars was received last year?

Mr. WALCOTT. I can not be positive about the statement; but in two years, I think, from what I know of it, the reserves will be on a

self-supporting basis. Those figures can be obtained, and I would like to include them in the record.

(The estimate is a half a million for 1906 and a million for 1907.)

Mr. SMITH. They can be gotten in the Agricultural Department?

Mr. WALCOTT. Yes, sir.

The CHAIRMAN. Permits are issued for the cutting of timber for one year. Heretofore one of the conditions of the permit was that the timber had to be manufactured on the reservation. I think there has been an elimination of that condition, however.

Now, Mr. Walcott, is the force of geographers, topographers, assistants, editors, clerks, stenographers, and so forth, enumerated on page 151 as being employed and paid out of the appropriation for the continuation of the survey of public lands, and so forth, for forest reserve purposes all employed in connection with that particular service, or are those people working generally in the office?

Mr. WALCOTT. It is the same as regards the clerks as it is in regard to the other appropriation.

The CHAIRMAN. When there is work to do they do that work, and when there is not they do not?

Mr. WALCOTT. The technical employees are employed for the field and office work. The clerical employees are for office work in the Survey.

Mr. SMITH. Right at that point, in order to fully understand where you draw the line of distinction, passing down I find here one editor. Is he strictly employed upon this business?

Mr. WALCOTT. No, sir. When I speak of technical employees it ends at topographic aids.

Mr. SMITH. Is that draughtsman employed chiefly on this work?

Mr. WALCOTT. In making the maps the draughtsman may be employed on that.

Mr. SMITH. All below the topographic aids are covered in this class you have given as being employed upon this other work that is found necessary?

Mr. WALCOTT. Of course, when the reports come in they use the stenographers; but the bulk of their work goes wherever it may be necessary to use it.

The CHAIRMAN. What do you mean by the distribution of timber on forest reserves? Your scientific men do not inquire as to how much oak or pine is on the reserve or the character of the timber?

Mr. WALCOTT. The topographer has to go over the ground. The timber in those forest reserves is mostly the coniferous trees, and he indicates the boundaries, also the burned districts, and makes out notes, which are turned over to the forest officer as an indication of what is there.

The CHAIRMAN. They make an estimate, but not of the character of the wood?

Mr. WALCOTT. If we make a topographic map and two-thirds of it is of a burned area, they know it is not necessary to send an expert gauger or forester there to determine what may be there, or if it is second growth.

The CHAIRMAN. But they go there, the inspectors and estimators, and they make a thorough estimate of the amount of timber before a permit is given?

Mr. WALCOTT. Certainly. But they have this preliminary knowledge just as soon as our men can plat it upon the maps in coming from the field, and upon photographic copies of the maps before they are engraved, in order to assist them in the directing examinations.

The CHAIRMAN. Have you made a detailed statement of the expenditures of the appropriation of \$130,000 for this service, including temporary employees?

Mr. SULLIVAN. These are all permanent?

Mr. WALCOTT. Yes, sir. It is in the annual report of the Survey, page 243, where it is all summed up. It is right there [indicating] on page 243. It is divided into ten different heads of classified expenditures.

Mr. SULLIVAN. Do you mean this tabulation is correct—\$81,000 and odd dollars?

Mr. WALCOTT. That includes camp men, laborers, and everything.

Mr. SULLIVAN. They are not in this list, then?

Mr. WALCOTT. No. We employ a cook for a month, or a packer, or a camp man. We do not put them down there. But these other men are employed in the permanent force of the office.

Mr. SULLIVAN. These people are employed in Washington?

Mr. WALCOTT. Yes, in Washington. Of course, these men from here up [indicating] do the field work. But this includes these.

Mr. SULLIVAN. Eighty-one thousand dollars, there, is shown for services, and this bill appropriates \$43,000.

Mr. WALCOTT. That includes all the field men.

Mr. SULLIVAN. That leaves about \$38,000 for field men. I notice in that you have an unexpended balance of \$7,342.59, and then you have a probable amount required to meet outstanding liabilities of \$7,342.59. The punishment fits the crime exactly once more.

Mr. WALCOTT. I do not know how much will be turned in, as we can not tell exactly.

Mr. SULLIVAN. Evidently nothing.

Mr. WALCOTT. That is a disbursing officer's statement, which he published July 1, as to what balance he has and what he thinks is to be taken up. Most of the disbursing officers would be apt to put it all down. Of course it can not be paid unless the obligations have been incurred.

Mr. SULLIVAN. Did the man who made that statement as to liabilities make any real mental operation or simply take those figures and move them down?

Mr. WALCOTT. He simply put them down. This amount is to cover the express charges and freight charges and bonded railroad charges, and all that sort of thing. As I said in my last hearing, the bills may come in for two weeks or three weeks or two months or six months.

Mr. SULLIVAN. Then the primary object of the estimate is not to discard liabilities, but to prevent any amount of an appropriation from finding its way back to the Treasury?

Mr. WALCOTT. He can not incur liabilities on account of that balance after the 1st of July. There is no authority for spending that. It is not a continuing appropriation.

Mr. SULLIVAN. Did anything get into the Treasury at the end of that fiscal year, as a matter of fact?

Mr. WALCOTT. I imagine the account is still open.

Mr. SULLIVAN. That is, on July 1, 1905?

The CHAIRMAN. You return your accounts first?

Mr. WALCOTT. We returned them September 1. I gave a statement at the last hearing of one particular item where there was still an unused balance, and we do not know whether other accounts will come in in connection with that or not. Railroad transportation, taken upon Government requests, and freight charges and express charges drift in sometimes a year after the close of the fiscal year. It may be the close of next July before we get the last of them.

Mr. SULLIVAN. Do you mind finding out and letting us know whether that account has been closed for the fiscal year 1905?

Mr. WALCOTT. That is, forest reserves?

Mr. SULLIVAN. I am inquiring now as to the item of \$7,342.59, which was estimated would be necessary to meet outstanding obligations. I want to know if any part of that was turned back to the Treasury?

Mr. WALCOTT. I do not think it has been yet. I do not think the account has been settled up.

The CHAIRMAN. I do not know that we want that statement to go into the record in that form.

Mr. WALCOTT. It is a matter of the Treasury officials.

The CHAIRMAN. It was turned over to the Treasury if there was a balance on the 1st of September—paid into the Treasury. It was then available for payment by direct check on the Treasury. The amount was still available for payment of obligations chargeable to that fund.

Mr. SMITH. For two years, under the covering-in act?

The CHAIRMAN. Anyhow, it is turned in until it is covered into the Treasury two years later, under what is called the covering-in act.

Mr. SULLIVAN. Is any certificate made by the head of the Department to the Treasury when the balance is turned in to the effect that there are outstanding obligations that may be discharged later? Is there any statute as to that?

The CHAIRMAN. The statute fixes that.

Mr. WALCOTT. On September 1 we are obliged to turn in all balances in the Treasury, and then the statement is made that there probably are charges against that balance.

Mr. SULLIVAN. Does it ever happen, when an unused balance is turned in on September 1, that you make a statement to the Treasurer that there are no outstanding charges against the account.

Mr. WALCOTT. That is a matter I could not answer. You would have to have the disbursing officer here to answer that.

Mr. SULLIVAN. If it ever did happen, what I want to know is what would happen to the fund so turned in? Would it immediately go into the general fund or wait until two years?

Mr. SMITH. I do not understand, under the covering-in law, that the amount is dependent upon the statement of a disbursing officer.

The CHAIRMAN. If there is any account sent to the Treasury by the disbursing officer that is chargeable to that appropriation at any time within two years it is paid out of that appropriation. At the expiration of two years it is no longer available for the payment of anything, except by action of Congress.



Mr. SMITH. That two years is from the end of the fiscal year, not from the time it is turned in?

The CHAIRMAN. Yes; from the end of the fiscal year; not from the time it is turned in. From the end of the fiscal year 1905 on for two years the appropriation is available.

## RENTAL OF QUARTERS FOR GEOLOGICAL SURVEY.

(See, also, p. 533.)

Now, I will renew the question asked a moment ago about the item on page 151.

Mr. WALCOTT. That is for rent of the basement of the addition to the main building of the Survey, as stated in the item itself. That basement area covers 7,000 square feet. At the present time we are paying \$31,400 for rent in the Hooe Building and annex, the buildings that the Survey occupies, and \$3,000 from the reclamation fund for the space the reclamation force occupies. The force is crowded throughout, and there is very little storage room, and the object of getting this additional space is for the storage of documents, maps, and the other material which is accumulating in the Survey.

The CHAIRMAN. How long do you preserve your documents outside of those that are preserved in your library?

Mr. WALCOTT. The publications that are issued by the Survey are delivered at the Survey building—those that are to be distributed through the Survey; and they are constantly coming in and going out, and they occupy quite a large space, necessarily.

The CHAIRMAN. This is not, then, for permanent storage?

Mr. WALCOTT. Oh, no; this is simply material that is being handled over and over.

The CHAIRMAN. Where do you handle that material now?

Mr. WALCOTT. We have been handling that material under the old offices, and in this particular cellar. It is on the level of the street or alley at the back or side. When the building was completed I asked permission of the landlord to put some of the material in there temporarily. "Well," he said, "yes; but I can not give you any lease on it." Of course we could not make any lease upon it, and we have piled up there in that space quite a large amount of material at the present time, and I told him I would bring the matter to the attention of the committee of Congress and endeavor to secure an appropriation at this coming fiscal year. We are already paying him for the other space in the building, and he said, "All right; go ahead."

The CHAIRMAN. Could he lease this basement to any other tenant?

Mr. WALCOTT. Undoubtedly; because that property in that neighborhood is all in use.

The CHAIRMAN. It could be leased for storage purposes, could it not?

Mr. WALCOTT. The back part could be used for a shop—say, for 50 feet. That could be used for shop purposes.

The CHAIRMAN. Is it well lighted?

Mr. WALCOTT. Yes; it is entirely out of the ground on the back, and there are windows.

The CHAIRMAN. You are occupying that building from the ground floor to the top?

Mr. WALCOTT. No, sir. There is a series of stores on the first floor.

The CHAIRMAN. You are occupying the second floor?

Mr. WALCOTT. We are occupying the basement and the space above the first story.

The CHAIRMAN. Are you paying any rent for the basement you are occupying?

Mr. WALCOTT. We occupy one large cellar, a cellar running through, where we have a carpenter shop, and where field material and surveying instruments are stored, and things of that kind, and camp outfit.

The CHAIRMAN. Have you no building or room now where you are handling documents, as they are coming in and going out?

Mr. WALCOTT. The Superintendent of Documents, if he had ample quarters, could take care of a great deal of our material, but he has no facilities, and he is obliged to keep them there until they are sent out.

The CHAIRMAN. Your documents are not under the jurisdiction of the Superintendent of Documents?

Mr. WALCOTT. Under the law the documents are not turned over to the Superintendent of Documents until we certify that the demands we have for them for distribution or exchanges, or any other distribution under the law are completed, excepting that we send to the Superintendent of Documents at once the number required for state depositories. We send directly to the Superintendent of Documents to fill those out.

Mr. SMITH. What are the dimensions—what is the frontage on F street? You gave us the area.

Mr. WALCOTT. It is 40 feet. F street is the dark end. The light end is on the broad alley to the south.

Mr. SMITH. Is it of the same width on the alley?

Mr. WALCOTT. Yes, sir.

Mr. SMITH. Is it deep enough to make an area of 7,000 feet?

Mr. WALCOTT. Yes.

Mr. SMITH. Is it 105 feet in depth?

Mr. WALCOTT. I do not get the exact depth of it. According to figures on this estimate that I have here, there would be 8,680 square feet in it, but they gave me the figures as 7,000 square feet. The data given as a result of measurements are 158½ feet for the front part, and back of that 58½ feet. Of that 58½ feet in the back, a part is under the sidewalk, and it is very dark and somewhat damp, so that the estimate of available space for our purposes would be about 7,000 square feet.

Mr. SMITH. It is nearly 200 feet deep?

Mr. WALCOTT. Yes, sir.

Mr. SMITH. Has the basement under the stores all been rented together?

Mr. WALCOTT. I can not give the exact history before my time, but we have had the basements there under the old part, and they were estimated for as a part of the rental as far back as I know.

Mr. SMITH. You do not know what the estimate for the other basement is per square foot?

Mr. WALCOTT. No, sir. When the Survey went in there I understand the rent was \$20,000. The building has been enlarged from time to time, and in process of these enlargements the rental charge

on the first portion was reduced to approximately \$12,000. When the Survey first went in it was a new building, and that was the rental price, and it was accepted and taken at the time.

Mr. SMITH. If you can not give us the amount per square foot for the best of the basement, can you tell us what this rental is per square foot for the whole of the building that you are now occupying, or the floor space?

Mr. WALCOTT. I have not that data with me, but I will put it into this part of the hearings.

Mr. SMITH. I would like to know what that is per square foot, in order that we can see if you are paying as much per square foot for this basement as you are paying for good upstairs rooms.

Mr. WALCOTT. I think I have the data here from which this can be dug out, but to save time now I can insert it later.

Mr. SMITH. Make a statement of it, so that you can transmit it later.

#### STATEMENT OF NUMBER OF SQUARE FEET AND RENTAL OF PRESENT RENTED QUARTERS.

The annual rental now paid is \$34,900 for 105,670 square feet of floor space=33.1 cents per square foot.

As stated, the cellar to be rented has a floor space of 8,680 square feet, of which 7,000 square feet is space in which publications can be stored, sorted, and put up for distribution. The proposed rental, \$1,500, would make the cost per square foot about 20.1 cents, which is 10 cents less per square foot than for the other portions of the building.

#### RENT, RECLAMATION SERVICE.

(See also p. 531.)

The CHAIRMAN. Take the three next items. The first one is on page 151, for an appropriation of \$3,000 for so much space as is occupied by those engaged in the Reclamation Service. The next is \$500 for the purchase of books and periodicals in connection with that service, and the next is an increase of \$1,000 to the disbursing officer on account of disbursements made for the Reclamation Service. Has not the Secretary of the Interior authority to make all of those payments without Congress making a specific appropriation for them?

#### DISBURSING CLERK, RECLAMATION SERVICE.

Mr. WALCOTT. The Reclamation Service began in 1902. The Director of the Geological Survey was instructed to organize a force and conduct that work, and the chief disbursing officer of the Survey was instructed to look after the disbursements, and he has done so in the last three years, or since July, 1902. The Secretary has, it is true, authority to employ a special disbursing officer to make the disbursements for the reclamation fund.

The CHAIRMAN. But he can not increase his compensation by any additional disbursements, provided his salary is \$2,500?

Mr. WALCOTT. No, sir.

The CHAIRMAN. That is the reason?

Mr. WALCOTT. Yes; there is great responsibility placed upon him in attending to this. The disbursements of the Reclamation Service will amount to about \$11,000,000 this year, and many of them are made by separate disbursing agents scattered about; but they are

all responsible to this one disbursing agent, and he has the financial control of the disbursements of the Reclamation Service. I have stated under this item submitted here, in small type at the bottom of page 152, in the transmission of the estimates, that—

The reclamation fund now amounts to over \$26,000,000. For three years the chief disbursing clerk of the Geological Survey has been in charge of the disbursements for this service without any additional compensation. His present salary is \$2,500 per annum, which is inadequate, considering the responsibilities placed upon him in connection with the disbursements for the Reclamation Service.

An addition of \$1,000 to his salary was estimated for under date of November 21, 1904, as printed in the House of Representatives Document No. 50, Fifty-eighth Congress, third session. The estimate was approved by the Secretary of the Interior and forwarded by the Secretary of the Treasury.

Mr. McChesney's services have been most satisfactory during the past twenty-six years, as chief disbursing clerk, and I think he should have the additional compensation on account of the added responsibilities and labor thrown upon him in making disbursements for the Reclamation Service.

#### RENT, RECLAMATION SERVICE (AGAIN).

The CHAIRMAN. I have observed your note there, but there is no limitation on the Secretary of the Interior as to either of the two other items, such as applies to the additional compensation of your disbursing officer.

Mr. WALCOTT. No, sir.

The CHAIRMAN. Why, then, do you ask us to appropriate when it is in the power of the Secretary to authorize what you want without our action?

Mr. WALCOTT. For rent, as I understand it, there is a limitation by law that there shall not be any rentals paid in the District of Columbia without express authority. I think in relation to the other item that we had no authority to extend that. The Comptroller, at least, said we had not; and we came to Congress accordingly for that authority.

The CHAIRMAN. You want to provide that it is to be paid out of the reclamation fund?

Mr. WALCOTT. Yes.

Mr. TAYLOR. A thousand dollars is to be paid out of the reclamation funds, but in the case of the others, not?

#### BOOKS FOR RECLAMATION SERVICE.

Mr. WALCOTT. On page 152 the bill says:

The Secretary of the Interior may authorize the purchase of such law books, books of reference, periodicals, engineering and statistical publications as are needed in carrying out the surveys and examinations authorized by the act of June 17, 1902, entitled "An act appropriating the receipts from the sale and disposal of public lands in certain States and Territories for the construction of irrigation works for the reclamation of arid lands," and such expenditures shall not exceed the sum of \$500.

It is by implication to be paid by that fund. Of course we do not pay from any other fund.

The CHAIRMAN. You pay now out of the Treasury that \$500, and \$3,000 for rent is paid out of the Treasury.

Mr. WALCOTT. Out of the reclamation fund.

Mr. SMITH. So far as this bill shows, they come out of the Treasury of the United States.

Mr. WALCOTT. But we charge it to the reclamation fund.

Mr. SMITH. I do not think the statute is specific enough for that purpose. Now, I would like to ask a question about the first of these three items. You speak of this rent of office accommodations in the city of Washington, District of Columbia. Your office accommodations are quite largely in the Hooe Building?

Mr. WALCOTT. Yes.

Mr. SMITH. How do you apportion that to the reclamation fund?

Mr. WALCOTT. We estimate the cost per square foot. They are all in the new portion of the building, and the additional rent paid for that new portion was placed at \$3,000 for the space occupied by the Reclamation Service.

Mr. SMITH. You say that is in the new portion?

Mr. WALCOTT. Yes.

Mr. SMITH. What wing?

Mr. WALCOTT. The east wing.

I think as a matter of justice to Mr. McChesney this should be allowed. He has this load to carry every year. It is a matter of justice. If the Secretary chose to appoint a disbursing officer or disbursing clerk at \$5,000 a year for the Reclamation Service, he is at liberty to do so.

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MONDAY, April 23, 1906.

Mr. WALCOTT. I have one or two questions which I might answer quickly, which were asked at the other hearing.

#### RENTAL OF QUARTERS FOR THE GEOLOGICAL SURVEY (AGAIN).

One question was asked in relation to the rental space in the building now used by the Geological Survey. I find that the annual rental now paid is \$34,900 for 105,670 square feet of floor space, which equals 33.1 cents per square foot. That is the rental of the present quarters.

I stated that the cellar to be rented has a floor space of 8,680 square feet, of which 7,000 square feet is space in which publications can be stored, sorted, and put up for distribution. The proposed rental—\$1,500—would make the cost per square foot about 20.1 cents, which is 10 cents less per square foot than for the other portions of the building.

The question was asked, What is the proportion between the rental of the cellar space and the rental of the other portions of the building? That answers your question, Mr. Chairman.

Mr. SMITH. That answers it. As I understand it, this 33 cents includes the other basement you have rented there?

Mr. WALCOTT. Yes, sir; it includes the whole thing.

#### BALANCES OF APPROPRIATIONS COVERED IN.

Another question was asked as to the amount which reverted to the Treasury from the appropriation of the Geological Survey for any fiscal year. In order to get a fiscal year for which the accounts

were fully settled, which takes place, you know, two years after the expiration of the fiscal year, I obtained the figures for the fiscal year 1903, and this table shows the amounts which reverted to the Treasury for that year from the total appropriations of the Survey. The total amount turned in was \$2,824.76. This statement from which that amount was derived can be put into the hearings, and will show just what went back from each item.

*Statement of amounts that reverted to the Treasury from the appropriation of the Geological Survey for the fiscal year of 1903.*

Salaries of scientific assistants.....	\$326.04
Skilled laborers and temporary employees.....	8.09
Paleontologic researches.....	181.08
Chemical and physical researches.....	253.41
Preparation of illustrations.....	581.21
Books for the library and transportation of exchanges.....	282.80
Gauging streams, etc.....	105.73
Geological maps of the United States.....	8.39
Mineral resources of Alaska.....	376.09
Salaries, office of the Geological Survey.....	388.78
Surveying forest reserves.....	15.15
Installation of electric system of power and lighting.....	197.49
Iron fire and burglar proof safe.....	100.00
Total.....	2,824.76

Now, for the fiscal year 1905 the balance turned in, September 30, 1905, or reported to the Treasury, was \$10,186.60; and the amount paid since September 30, 1905, and to April 14, 1906, was \$6,404.70, leaving a balance for outstanding liabilities of \$3,781.90, which is proportionately about the same as the year 1903. I will also submit this table:

*Amounts appropriated and statement showing balance September 30, 1905, amounts paid since September 30, 1905, and amounts available for outstanding liabilities on April 14, 1906, for fiscal year ending June 30, 1905.*

Appropriations, 1904 and 1905.	Amounts appropriated.	Balances September 30, 1905.	Amount paid since September 30, 1905.	Amount available April 14, 1906, for outstanding liabilities, 1905.
Salaries of scientific assistants.....	\$29,900.00			(a)
Skilled laborers and various temporary employees.....	20,000.00	\$58.58		\$58.58
Topographic surveys.....	300,000.00	719.90	\$376.26	\$348.64
Geologic surveys.....	175,000.00	1,576.38	1,131.58	444.80
Paleontologic researches.....	10,000.00	536.15	419.81	116.34
Chemical and physical researches.....	20,000.00	692.94	117.96	574.98
Preparation of illustrations.....	18,280.00	161.48	56.36	125.12
Mineral resources of the United States.....	50,000.00	124.38	86.63	63.67
Books for the library.....	2,000.00	84.63	79.91	4.72
Gauging streams, etc.....	200,000.00	419.27	273.29	145.98
Geological maps of the United States.....	100,000.00	1,485.14	583.26	901.88
Mineral resources of Alaska.....	80,000.00	1,847.29	1,648.64	198.65
Salaries, Office of the Geological Survey.....	32,740.00	458.50		458.50
Surveying forest reserves.....	130,000.00	1,954.88	1,631.00	323.88
Furnishing new addition, Geological Survey.....	10,500.00	67.08		67.08
Total.....	1,178,420.00	10,186.60	6,404.70	\$3,781.90

<sup>a</sup> So much of these amounts as have not been called for and paid out prior to July, 1907, will lapse into the Treasury and will no longer be available for purposes for which they were appropriated unless reappropriated by Congress.

METHOD OF PAYMENT OF SALARIES.

Now, Mr. Chairman, in the hearings on Friday and Saturday, April 13 and 14, the question of providing a better method for the payment of clerical and other employees in the office in Washington was discussed—that is, a method better than the payment from bulk sums appropriated; and I have here the suggestion of an amendment which would probably cover that case. It is as follows:

Of the several lump appropriations made, or that may hereafter be made, for the Geological Survey, there may be used for the payment of clerical and other office employees connected with the administration of the office and its laboratories in Washington, District of Columbia, for services not necessarily implied in the language of the appropriation, an amount not to exceed ten per centum.

Such authority would, without question, legally authorize the payment of such salaries, and with the practice of stating in the estimates the salaries paid for the preceding fiscal year, Congress would have full information as to the amount that had been expended for the purpose.

At the present time, under the title of "Salaries, office of Director," we have \$32,740 appropriated. Then, for skilled laborers and various temporary employees \$20,000 is appropriated. That makes \$52,740. That does not pay for all the clerical force of the office, as was explained at the other hearing, and does not cover various clerks and employees who are charged against the bulk sums appropriated.

The question was raised as to the legality of it and the wisdom of doing it. This allotment, I think, will provide a means of doing that. I simply present it as a suggestion to the committee.

The CHAIRMAN. How do you arrive at that estimate?

Mr. WALCOTT. I asked the chief disbursing office for a statement and an allotment for the office force for the fiscal year 1906, and he gave me as that amount \$97,000, which is a little over 9 per cent—

The CHAIRMAN. Of the total appropriation?

Mr. WALCOTT. Yes, sir; and the wording is "there may be used." I do not say "shall be used." I think this method will keep the salaries down. Every chief of a branch or a division wants to get as much field work done as he can, because his reputation depends upon it. The effort is to keep down office expenses, and that is the reason why we hire per diem men, and that is a more economical method and will lead to less cost than if we made appropriations for fixed places at fixed salaries for the whole work. This would insure the careful scanning of the salary list of the office.

USE OF GEOLOGICAL MAPS BY THE GENERAL LAND OFFICE, ETC.

There is another feature I should like to bring up. At one of the hearings the question was asked if the Land Office used our maps. It does not use our topographic maps to any great extent, although we furnish it with a complete set of them. But there is a cordial cooperation between the Geological Survey and the General Land Office, and I can best illustrate it by a few instances.

1. In July, 1895, under special instructions from the Secretary of the Interior, Mr. Lindgren, Mr. Willis, and Mr. George Otis Smith made an examination of certain reported gold-bearing gravels near

the city of Tacoma, Wash., which had been entered by some parties as a placer claim. The examination proved that the gravels contained no placer gold. All expenses of the work were borne by the Geological Survey.

2. In November, 1897, by order of the Secretary of the Interior, Mr. Lindgren, with the assistance of Mr. Schrader, made a complete geological survey of two townships in southeastern Arizona, with a view of determining their mineral or nonmineral character, and the land was classed as mineral land. All expenses were paid by the Geological Survey.

3. In October, 1898, at the request of the Department of Justice, Mr. Lindgren made a detailed examination of about 6 square miles adjacent to the town of Oracle, Pinal County, Ariz. The examination was required to determine the mineral or nonmineral character of the land, and a report was transmitted to the Department of Justice on October 28.

4. In September, 1899, Mr. Lindgren's field work in Idaho was interrupted by orders from the Secretary of the Interior to proceed to Spokane, Wash., to testify in a case affecting Government lands.

5. From December 1, 1902, to March 1, 1903, Mr. Taff was engaged in a determination of the coal lands of Indian Territory, which was done in cooperation with the Bureau of Indian Affairs and at the request of the Secretary of the Interior. The field expenses of Mr. Taff and three assistants were paid by the Bureau of Indian Affairs, as also was the expense of office work in Muscogee during the field season. Mr. Taff's salary and the expenses of preparing the report on classification and description of the coal lands during the summer of 1903 were paid by the Geological Survey.

6. From August 7 to December 1, 1905, at the request of the Secretary of the Interior, Mr. Taff cooperated with Special Agent Hair in the examination of suspended State land selections in Utah, to determine the mineral or nonmineral character.

Mr. TAYLOR. At the request of the Secretary of the Interior?

Mr. WALCOTT. Yes.

Mr. SMITH. Mr. Taff is another employee?

Mr. WALCOTT. Yes; he is not Mr. Taft, the Secretary of War. The season closed before the completion of this work and the understanding is that it will be resumed at the beginning of the field season of 1906. All field expenses pertaining directly to lands in question were paid by the General Land Office, and other expenses, together with Mr. Taff's salary, were paid by the Geological Survey. The report on the classification of the lands examined has been prepared by the Geological Survey.

7. In July, 1905, a request was made by the Secretary of the Interior for a geologist to examine and classify a large tract of land in northern Idaho which was in controversy between the Northern Pacific Railroad Company and the Government. This land, including parts of 30 townships, had been classed as mineral land by a United States mineral commission created under act of February 26, 1905. This classification was protested by the Northern Pacific Company.

From August 1 to October 1 Mr. Collier, in cooperation with a special agent of the General Land Office, made a critical examination of this territory, sampling the known prospects and mines and pre-



paring a map of the lands in question. From October 1 to October 14 Mr. Collier attended the hearing of the case at the Coeur d'Alene land office, giving testimony on the witness stand for two and one-half days. The classification of the tract in general as mineral land was sustained by the register's decision. In this work Mr. Collier's traveling and field expenses were paid by the General Land Office and his salary by the Geological Survey.

8. Under date of March 3, 1906, Mr. Taff was detailed by the Secretary of the Interior to assist the officers of the Department of Justice in the investigation and litigation of certain coal lands in Utah and Colorado (copy of letter attached). This will probably require his entire services for at least one year. While thus detailed his expenses will be paid by the Department of Justice and his salary by the Geological Survey.

9. The Commissioner of the General Land Office has requested the detail of a geologist to examine and report on the mineral or non-mineral character of lands in the Colville Indian Reservation of Washington; also of a geologist to continue the examination of contested state selections of coal lands in Utah; also one or more geologists to examine coal lands in Colorado and New Mexico.

These various details will occupy the time of at least three and probably more geologists, at a cost for salaries of at least \$7,000, for work for which the Survey makes no direct record of the work done. Moreover, the demands for work of this kind by other departments and bureaus are certain to increase in the future rather than diminish, and will make a serious draft on the Survey appropriations.

In addition to the detail of geologists to the Land Office several parties were last season engaged in work which is of direct benefit to that office in determining the mineral or nonmineral character of public lands. An area of about 1,000 square miles in southwestern Wyoming was examined, and the lands containing commercially valuable coal were accurately located with reference to land lines. The same was done for an area of about 700 square miles in Colorado and about 2,000 square miles in New Mexico. The entire expense of this work, \$14,600, was, of course, borne wholly by the Geological Survey.

DEPARTMENT OF THE INTERIOR,  
Washington, March 3, 1906.

Mr. JOSEPH A. TAFF,  
*Geologist, Geological Survey.*

SIR: At the request of the Acting Attorney-General you are hereby detailed to assist the officers of the Department of Justice in the investigation and litigation of certain coal-land frauds in Utah and Colorado, and any other matters in which your services may be needed.

For the performance of this duty you will be designated as a special agent, and your expenses will be paid by the Department of Justice, but your salary of \$2,400 a year will be paid as usual by this Department.

Very respectfully,

E. A. HITCHCOCK,  
*Secretary.*

(Through the Director of the Geological Survey.)

Mr. Chairman, I wished to bring this matter to the attention of the committee, because it is a case of cooperative work between two bureaus of the same Department, in which the field expense for this cooperative work has been borne by the General Land Office and the

salaries by the Geological Survey. It is a question which, I think, should be considered or taken up in connection with the appropriations for our work. It is very liable to increase.

The CHAIRMAN. What are your recommendations in regard to that?

Mr. WALCOTT. I have not thought out any recommendation, but it is work pertaining to the classification of public lands, in order to enable the Government to secure larger revenues in the sale of these lands, and to enable the Land Office to determine the mineral or non-mineral lands. It might be well for the Department, as such, to make a recommendation, as it involves the operations of the Land Office and of the Geological Survey.

The CHAIRMAN. Have you any other matters?

Mr. SMITH. I would like to ask him a question in that connection. Mr. Walcott, after you have made one of these surveys for the purpose of aiding the General Land Office, is the material thus secured, even though the primary purpose was for the Land Office, afterwards utilized by you in any topographical survey?

Mr. WALCOTT. Only in a geological survey. The topographic maps are sometimes used in connection with the public-land sections, townships, in making up maps for the sale of coal lands, based upon the land divisions. Now, in the case of the coal lands I spoke of in Wyoming, the information would be used in our future mapping of that coal district. In the case of minor areas, which were under contention in suits between the Government and other parties, very little of that data would be utilized by us.

Mr. SMITH. Take your first case. In locating a mineral region you would examine that which was not mineral as well as that which is?

Mr. WALCOTT. I will give an illustration. The Survey made a topographic map of the Indian Territory, along with the making of the Land-Office map, which was done by the Geological Survey. That was followed all over the coal region by the making of a geological map showing the distribution of the coal and the coal-bearing formation. It was made by the geologist, Mr. Taff, already mentioned. He has since been directed by the Secretary of the Interior to carefully examine all of these coal lands in relation to the possible tonnage of coal on the lands owned by the Government, especially with reference to the leasing or the selling of the land, and those examinations have been made and the reports have gone to the Secretary, and the data has been published in pamphlets, so as to instruct and inform bidders who are bidding for the coal lands which were to be offered for sale.

Mr. SMITH. What I am trying to get at is whether it would be fair to charge this to the Land Office, or whether your Bureau gets some benefit from these surveys?

Mr. WALCOTT. I should say it is all Government work, and the benefit comes to the Government. In the case of the general surveys, such as the geological survey of the Indian Territory, it is perfectly right that we should pay for those expenses. But in the case of a suit—as, for instance, one now pending in the Department of Justice—it looks as if the obtaining of the data and the time spent in getting detailed data for that suit and appearing at that suit and posting the Government attorneys and all that should be charged against the Bureau that uses it. The same is true of the detailed examina-

tions to determine the approximate tonnage of the coal deposits of the Indian Territory.

The CHAIRMAN. You mean it should be charged against the Land Office?

Mr. SMITH. The Department of Justice.

Mr. WALCOTT. It is for the benefit of the Land Office.

The CHAIRMAN. I think the Land Office bears the expense of collecting testimony for the lawsuits, and it furnishes to the Department of Justice the testimony and the Department of Justice tries the cases.

Mr. SMITH. I do not so understand it. I supposed it was the duty of the United States attorney to obtain evidence and that work went on, and it was all paid out of Department of Justice funds.

Mr. WALCOTT. My object in bringing this up is to indicate where a portion of the funds appropriated for the Geological Survey goes, and what is accomplished in connection with the Land Office.

#### INTERNATIONAL SEISMOLOGICAL ASSOCIATION.

I have another matter, a small matter, if I may bring it up. There was transmitted through the Treasury Department from the Secretary of the Interior an estimate, in House Document No. 370, of which I have an extra copy—an estimate headed "International Seismological Association." The item reads:

For defraying the necessary expenses in fulfilling the obligations of the United States as a member of the International Seismological Association, including the annual contribution to the expenses of the association, and the expenses of the United States delegate in attending the meetings of the commission, etc. (submitted), \$1,300.

This is a geological matter.

Mr. SULLIVAN. It looks, Doctor, as if you had anticipated this earthquake.

Mr. WALCOTT. This refers to the international investigation and study of earthquake phenomena. In this document you will find the explanation of the origin of the movement for such investigation, and that the request came through the Department of State and was transmitted to the Geological Survey through the Interior Department, and report made upon it by Prof. Harry Fielding Reid, who is an expert in regard to seismological phenomena. On page 4 there is a report by him, and on page 2 there is a letter which I wrote to the Secretary of the Interior, transmitting that report, and on page 1 there is a letter coming from the Interior Department, in which this recommendation is approved and the estimate is duly submitted. The object of it is to have an international study of earthquake phenomena by an international commission, which will keep a systematic record of all earthquakes.

Mr. SULLIVAN. I think the Treasury would quake in anticipation of it. [Laughter.]

Mr. WALCOTT. There are a great many phenomena in relation to earthquakes with which we are entirely unacquainted, and it seems desirable to get the cooperation of all nations, because in any earthquake the vibrations are carried around the world.

A very important matter is to determine earthquake areas. The earthquake areas of the sea depths are practically unknown. It is

known that in the past ocean cables have been broken by earthquake shocks, and by keeping systematic records we will find, after a time, the areas which are but little disturbed by earthquakes at the bottom of the sea, where the cables can be most safely laid. We can also determine the center of earthquake activity and the distribution of the shocks and resulting movements that come from them. I think it is an admirable thing to do. It is a matter that may lead to very important results.

The expense will average from \$1,000 to \$1,100 a year. I presented this matter, since it comes through the Geological Survey, to the Department of the Interior, and through the Department of the Interior it comes to Congress.

In the hearings we have had we have already reached the question of publications.

#### PRINTING AND BINDING.

The CHAIRMAN. On page 328 of the bill you have an estimate for the coming fiscal year of \$65,000 for engraving the illustrations necessary for the annual report of the Director, and for the monographs, professional papers, bulletins, water-supply papers, and the report on mineral resources. I want to ask you, first, why the expense for preparation of any illustrations or engravings for the report on mineral resources should not be paid out of the appropriation for the preparation of the reports of mineral resources of the United States, found on page 145 of the bill. Is not engraving the illustrations a part of the preparation of the report?

Mr. WALCOTT. The preparation of the illustrations is a part of the expense of the report. This item for engraving illustrations means the reproduction of drawings, photographs, etc., for printing. For instance, if a section of a mine is to be illustrated, the illustration is drawn and transmitted with the manuscript for the text, and under the law the Public Printer arranges for its reproduction by the most appropriate process. It is a part of the work in charge of the Public Printer, like the typesetting and the presswork. A plate or a text figure is made of the illustration, and it is finally placed with or in the text. It is not the preparation, but the reproduction of the illustration.

The CHAIRMAN. The reproduction of the illustration is not charged as printing.

The next item, part of it, refers to the printing of the report on mineral resources.

Mr. WALCOTT. That is a question of method in connection with work at the Government Printing Office.

The CHAIRMAN. In other words, we have three appropriations on this report on the mineral resources of the United States. First, you have an appropriation under the current law for \$75,000 for preparing the report, and then you have an appropriation of \$65,000 out of which the cost of engraving the illustrations is to be paid for that report; then you have another appropriation of \$150,000, a part of which is to defray the expense of printing and binding the report.

Mr. WALCOTT. As a matter of fact, I think there have been very few illustrations appearing in the reports on mineral resources. This language would permit of their use, but I think there will be

none in this year's report, or if any, very few. However, it ought to be possible to use an illustration whenever one is necessary.

The CHAIRMAN. I observe that in the fiscal year ending June 30, 1901, your appropriation for engraving illustrations that are necessary for your annual report, monographs, and so forth, was \$17,000. In 1902 it was \$25,000, an increase of \$8,000. In 1903 it was \$65,000, which was a very large increase. Since that time it has been annually \$65,000.

Mr. WALCOTT. In 1901 and 1902 a large portion of the expense of reproducing the illustrations was borne by the Congressional allotment, because the papers accompanied the annual report; but in 1902 I asked that all charges of cost of printing and engraving by the Government Printer for the Geological Survey be combined in one place under one appropriation.

The CHAIRMAN. As to these illustrations and this engraving, who orders those to be included in your annual report; who directs that they be made, and that they be included in the report? Under the present law no illustrations can be used in an annual report unless authorized by the head of a department.

Mr. WALCOTT. I transmit to the Secretary of the Interior every report, whether an annual report or one of some other series, with a statement concerning the illustrations—a certificate that those illustrations are necessary and are entirely in the interest of the public business. The Secretary has them examined and then certifies to the Public Printer that they are necessary for that report. Then the Public Printer has them reproduced.

The CHAIRMAN. Can you give us any other information in regard to the printing of your Bureau?

Mr. WALCOTT. We endeavor to guard against the use of unnecessary illustrations. There is a standing committee on illustrations, whose duty it is to admit only such drawings, photographs, etc., as are essential to the elucidation of a subject which can not be treated concisely and satisfactorily in the letter-press. But a large number of maps and other illustrations are absolutely necessary. There should be some means of getting illustrations reproduced more promptly. No private concern would submit to the delays which are common with Government work. Often the making-up of the pages of letter-press is delayed several weeks because the contractor fails to deliver the text cuts. At the present time, it is true, the Survey, by permission of the Public Printer, fixes a time limit for this contract work, but there is no direct penalty for failure to deliver the lithographs or engravings by the time specified.

The Survey is well equipped to do the lithographic work for the reports, along with that for the maps, and could do it more cheaply than it is done under the present contract system; and the reports could be got out more promptly if the other kinds of work on illustrations, such as photo-engraving and wax engraving, were done by the Survey, but whether the cost would be less than under the present contract system is still open to question, in view of the added machinery, floor space, and employees that would be necessary.

SUGGESTION TO PROVIDE FOR THE EXECUTION OF THE ILLUSTRATIONS FOR THE ANNUAL REPORTS, MONOGRAPHS, AND BULLETINS OF THE GEOLOGICAL SURVEY, UNDER CERTAIN CONDITIONS, BY SAID SURVEY, RATHER THAN BY CONTRACT.

In the present law—that is, the printing act approved January 12, 1895, section 15—it is provided that:

When the probable total cost of the maps or plates accompanying one work or document exceeds \$1,200, the lithographing or engraving thereof shall be awarded to the lowest and best bidder, after advertisement by the Public Printer, under the direction of the joint committee, which may authorize him to make immediate contracts for lithographing or engraving whenever the exigencies of the public service do not justify advertisement for proposals.

This makes it imperative that the maps and illustrations for the annual reports, monographs, and bulletins shall be contracted for by the Public Printer. It has been found, as the result of long experience, that it is exceedingly difficult, with a few exceptions, to keep the contractors up to the standard of accuracy and excellence demanded for the scientific work of the Survey—a standard that is set by the work done by the Survey. The Survey engraves and prints all the geologic maps comprised in the geological folios and all topographic maps. This work is of a higher standard than could be reached under the present contract system, and it is desired to have the maps and illustrations for the reports and other publications of the Survey brought to the same standard of excellence.

The amendment submitted herewith provides that these illustrations may be executed by contract, through the Public Printer, or by the Geological Survey, at the discretion of the Public Printer. That is, if the Public Printer deems it to the advantage of the Government to have the work done by contract, he can so order. If he deems it best that it be done by the Survey, he can have it done in that way and pay for it the same as in the case of a private contractor.

The Survey now has a division of engraving and printing fully equipped for map and chromo-lithographic work, and, with the aid of some additional work room, it can execute all the work proposed.

It is my opinion that it would be advantageous to leave it discretionary with the latter officer to have the work done by contract or by the Survey.

Attention should be called to the cost to the Survey of inspecting the editions of maps and illustrations executed under the contract system. It is necessary that some member of the illustrations division of the Survey should inspect the edition of every map or illustration submitted by the engraver, and it frequently happens that large numbers are rejected because of defective execution, necessitating delays after the delivery of the editions. Delays also occur prior to the printing and delivery of the edition, owing to the failure of the contractors to do their work properly. These delays are frequently prolonged, seriously interfering with the prompt publication of the work.

#### PRESENT LAW.

SEC. 15. When the probable total cost of the maps or plates accompanying one work or document exceeds twelve hundred dollars, the lithographing or engraving thereof shall be awarded to the lowest and best bidder, after advertisement by the Public Printer, under the direction of the joint committee, which may authorize him to make immediate contracts for lithographing or engraving whenever the exigencies of the public service do not justify advertisement for proposals. (Vol. 28, p. 603.)

## PROPOSED SUBSTITUTE.

That the Public Printer shall have the drawings of the illustrations for any book or pamphlet report of the Geological Survey reproduced in the engraving and printing division of the Geological Survey, instead of by private parties under contract, if in his judgment the publication of the report will thereby be expedited or its cost minimized; and whenever such illustrations are reproduced in the engraving and printing division of the Geological Survey, the Director of the Survey shall certify to the Public Printer the cost of such reproduction, and that amount shall be charged against the appropriation for engraving the illustrations for the annual report of the Director and for the monographs, professional papers, bulletins, water-supply and irrigation papers, and the report on mineral resources, and be credited to the appropriation for engraving and printing the geological maps of the United States.

At the present time the allotment for the cost of text and illustrations is \$215,000—\$150,000 for text and \$65,000 for illustrations. For the year 1905 this sum was nearly all used, and it is probable the same will be true this fiscal year 1906. In this connection it may be well to call attention to the fact that in the fiscal year 1903, when the reduction in the cost of publications was recommended and carried into effect, the total appropriation of the Survey, exclusive of the allotment for engraving and printing, was \$1,162,800. For the present fiscal year 1906 the total appropriation, exclusive of the allotment for engraving and printing, is \$1,545,882.30, an increase of \$383,082.30.

This increase has largely increased the activities of the Survey and the resultant amount of material transmitted for printing. The reason that no further increase has been requested for printing arises from economies exercised in various directions, which affect the cost of printing the publications.

It looks now as though the amount of matter submitted for publication for the current year and next year will be considerably increased, owing to the output resulting from the enlargement of the Survey. It is proposed to meet this by still further economies in various directions; notably, if Congress will permit a change in the law respecting the number of copies to be issued of the various publications. For instance, at the present time 13,000 copies of the annual reports are printed, exclusive of the usual number; I think 5,000 copies will answer all necessary demands, and that the cost of the report can be very much reduced.

## AMENDMENT RELATING TO ANNUAL REPORT.

The printing act of January 12, 1895, contains the following paragraph:

SEC. 91. The annual reports of executive officers shall be printed in the same type and form as the report of the head of the Department which it accompanies unless otherwise ordered by the Joint Committee on Printing. (28 Stat., 623.)

But the same act (sec. 73, p. 614) provides that there shall be printed—

Of the report of the Geological Survey, uniform with the preceding reports, 10,000 copies. \* \* \*

The preceding reports had been of royal octavo size, and the Director's report had been set in 12-point (pica) type.

The act of May 16, 1902 (32 Stat., 741), provided—

\* \* \* That hereafter the publications of the Geological Survey shall consist of the annual report of the Director, which shall be confined to one volume of royal octavo size. \* \* \*

The large form (royal octavo) and the large type (12 point) were features introduced many years ago by Directors King and Powell in the first and second annuals—the large form for the accommodation of maps and other illustrations, and the large type for the purpose of setting off the Director's report proper from the professional papers which were for many years included in the same volume.

In furtherance of the policy to reduce printing expenses, I intend to make the annual report of the Director briefer, and, in order that there may be no doubt respecting the legality of reducing the form and the type, recommend that the following proviso be inserted in the sundry civil bill:

*Provided*, That the annual report of the Director of the Geological Survey shall be printed in the same type and form as the report of the head of the Department which it accompanies, unless otherwise ordered by the Joint Committee on Printing.

*Provided*, That hereafter there shall be printed of the annual reports of the Director of the Geological Survey, in addition to the usual number, only the following number of copies: For the Senate, 500 copies; for the House, 1,500 copies, and for the Geological Survey 3,000 copies.

The annual report of the Director of the Geological Survey would then cease to be exceptional in form and style.

I recommend that of each series of Geological Survey reports there be printed the number of copies indicated in the following table:

*Number of copies of Geological Survey reports published (not including the "usual number") and number recommended to be published.*

Series.	Present distribution.	Distribution recommended.	Reduction.
Annual reports:			
To Senate .....	3,000	500	2,500
To House .....	6,000	1,500	4,500
To Geological Survey .....	4,000	3,000	1,000
Professional papers and bulletins:			
To Senate .....	1,000	500	500
To House .....	2,000	1,500	500
To Geological Survey .....	(a)	(a)	
Water supply and irrigation papers:			
To Senate .....	1,500	500	1,000
To House .....	2,500	1,500	1,000
To Geological Survey .....	(a)	(a)	
Monographs .....	(a)	(a)	
Geologic folios:			
To Congress (2 each) .....	972	972	
To libraries and depositories .....	2,500	2,700	
To geological Survey .....	(a)	(a)	

*a May 16, 1902.*—In editions as recommended in each case by the Director and approved by the Secretary of the Interior, but not to exceed 10,000 copies: *Provided*, That whenever the stock on hand of any of the reports of the Survey shall have become exhausted and the demand for the report continues, there shall be published, on the approval of the Secretary of the Interior, as many additional copies of the report as the Director of the Survey shall state will, in his judgment, be necessary to meet the demand.

The number of publications out to date is: Annual reports, 60 volumes (26 reports); monographs, 48 volumes (and 11 atlases); bulletins, 275; professional papers, 46; water-supply papers, 154; total, 589; geologic folios, 132; topographic maps, about 1,500.

If the proviso in regard to the annual report is attached to this appropriation the edition will be reduced 8,000 copies (from 13,000 to 5,000), which will reduce the expense greatly.

The CHAIRMAN. Have you any estimate from the Public Printer as to what the exact cost will be?



Mr. WALCOTT. No, sir. The cost of the last four annual reports was, approximately, \$12,000 each.

The CHAIRMAN. Is that the engraving or just the printing?

Mr. WALCOTT. The printing. I think this amendment would reduce the cost, approximately, to \$5,000; it might be somewhat more; I can not say. There will be less in the report, and it will be printed in a smaller form.

The Public Printer's report shows that the following is the total cost for all the publications of the survey for the years stated.  
[Reads:]

1900-----	\$161, 294. 75
1901-----	262, 303. 61
1902-----	326, 147. 18
1903-----	222, 847. 00
1904-----	183, 588. 01
1905-----	200, 537. 53

It will be seen by this that the total cost for the last year given by the Public Printer, 1905, is \$125,609.65 less than for 1902.

In the spring of 1902 I investigated the cost of publications of the Survey, and found that, under the existing law, it was very large. I then made recommendations in relation to legislation and restriction of publications, which were submitted to the Department and approved by the Secretary and passed by Congress, so as to become law and effective, on May 16, 1902. Under this act the cost of publications, as shown above, has been greatly reduced.

In 1902 the very large cost arose from the expense connected with 13,000 copies of the annual report, in the old form, consisting of several large volumes, all bound, with numerous illustrations; and at that time I recommended that the annual report be confined to one volume and that a specific sum be set aside or allotted from the Public Printer's fund for the engraving, illustrating, and printing of everything that came from the Geological Survey. Under the new law, approved May 16, 1902, in the next year, 1903, the amount charged is \$222,847. I suspect that something came over from the previous year, as it was more than the direct appropriation.

That legislation, which was recommended and which brought about this large reduction in cost of printing, was a provision that the edition should be in conformity with existing laws as regards the distribution by Congress and to libraries and through the superintendent of documents, but that the distribution to the general public should be determined in each case by the Director of the Geological Survey, subject to the approval of the Secretary of the Interior, the number to be that which it was thought would serve the particular purpose.

For instance, of a report on the Tonopah mining district, for which there is likely to be a very large demand, there will be 6,000 or 8,000 copies printed (the limit is 10,000). On the other hand, of a report consisting of computations or tables used by engineers or topographers, 500 copies will supply the probable demands, and only that many are printed. In other words, the edition is made to meet the demand as nearly as we can foretell it. In that way we have been able to save very largely in the cost of printing and to avoid an accumulation of documents. Under the law as it existed prior

to the enactment of the joint resolutions recently approved a stated number had to be printed for Congress in one edition.

These resolutions, as I understand them, provide that the Public Printer will determine, under rules and regulations established by the Joint Committee on Printing, and with the aid of the Congressional folding room officers, how many copies it will be advisable to print in the first instance for Congress. That will naturally result in a reduction of printing for Congress similar to the reduction for the Survey resulting from the law of May 16, 1902. We endeavored to work out that principle in 1902 for our quota of the Geological Survey publications, and the result has been very satisfactory; but the accumulation of publications of the Geological Survey in the document rooms of Congress was, we judged, beyond our proper control, seeming to require Congressional initiative.

The law of May 16, 1902, permitting the printing of reports in editions dependent on the probable demand, and of additional copies when stock is exhausted, has been satisfactory. This flexibility makes it possible to avoid a surplus in the Survey storage rooms and to obtain more copies when needed. Under this law additional copies of eleven reports have been ordered, as shown in accompanying table.

*Publications of which reprints have been ordered under law of May 16, 1902.*

Publication.	Title.	No. of copies.
Bulletin No. 176.....	Some principles and methods of rock analysis. (Two reprints.)	1 50
Bulletin No. 182.....	Report on economic geology of Silverton quadrangle, Colorado.	50
Bulletin No. 193.....	The geological relations and distribution of platinum and associated metals.	50
Bulletin No. 208.....	Descriptive geology of Nevada south of fortieth parallel and adjacent portions of California.	50
Bulletin No. 219.....	Ore deposits of Tonopah, Nev.	50
Bulletin No. 222.....	Catalogue and index of Hayden, King, Powell, and Wheeler surveys.	50
Bulletin No. 224.....	Gazetteer of Texas.	1 20
Bulletin No. 225.....	Contributions to economic geology for 1903. (Two reprints.)	1 00
Bulletin No. 271.....	Bibliography and index of North American geology, paleontology, petrology, and mineralogy for 1894.	1 00
Water-supply paper 56.....	Methods of stream measurement.	5 00
Water-supply paper 74.....	Water resources of California.	1 00

The CHAIRMAN. Have you statement there showing separately the cost of printing and binding of the annual report, the monographs, professional papers, bulletins, water-supply papers, and the report on mineral resources?

Mr. WALCOTT. I have all of the data which was prepared for the Joint Committee on Printing, and if you wish I will have a copy inserted in this statement covering the last three or four years.

*Amounts expended for Geological Survey publications, by classes, during the last three fiscal years.*

Publications.	1902-3.	1903-4.	1904-5.
Annual report.....	\$101,283.47	\$12,032.98	\$22,445.40
Monographs.....	26,369.57	28,940.02	11,700.00
Professional papers.....	34,249.35	53,744.20	28,911.00
Bulletins.....	22,208.27	39,482.56	57,800.00
Water-supply papers.....	25,772.31	32,374.56	64,980.00
Mineral resources.....	12,104.03	15,145.86	14,000.00

Additional cost resulted from preparation of 25 base maps, upon which progress of work shown from year to year. The cost of the last annual report (twenty-sixth) was —.

The CHAIRMAN. I would like very much to have it.

Can you obtain from the Public Printer a statement of how much the printing of your report will cost on the basis of a reduction in the number of volumes that you suggest, namely, 8,000 volumes?

Mr. WALCOTT. I will ask him for it.

GOVERNMENT PRINTING OFFICE,  
OFFICE OF THE PUBLIC PRINTER,  
Washington, D. C., April 27, 1906.

The DIRECTOR UNITED STATES GEOLOGICAL SURVEY,  
Washington, D. C.

SIR: In compliance with the request contained in your favor of April 26, I have the honor to inclose herewith itemized statement of the cost of your twenty-sixth annual report and the estimated cost of your forthcoming annual report, based upon information furnished by you.

Very truly, yours,

CHAS. A. STILLINGS, *Public Printer.*

Twenty-sixth Annual Report of the Director of the United States Geological Survey, 1905:

13,000 copies—

Composition .....	\$707. 07	
Electrotyping .....	177. 10	
Presswork .....	866. 25	
Folding .....	3, 148. 60	
Paper .....	1, 367. 44	
Binding .....	3, 105. 00	
		\$9, 371. 46
Illustrations .....		2, 231. 90
Total .....		<u>11, 603. 36</u>

Estimate for the Twenty-seventh Annual Report Director of the United States Geological Survey, 1906, based on 300 pages, same as Annual Report Secretary of the Interior, unbound:

5,000 copies—

Composition .....	\$770. 00	
Electrotyping .....	165. 00	
Presswork .....	150. 00	
Folding .....	667. 50	
Paper .....	176. 05	
Illustrations .....	1, 200. 00	
		3, 128. 55
Binding 5,000 copies in cloth .....		900. 00
Total .....		<u>4, 028. 55</u>

The CHAIRMAN. And could this appropriation be reduced in consequence of that reduction to that extent?

Mr. WALCOTT. For the year 1905 the appropriation was nearly all used, and probably the same will be the case for this year, 1906. Let me repeat that in the fiscal year 1903, when the reduction of cost of publications was recommended and carried into effect, the total appropriation was \$383,000 less than the appropriation for the current fiscal year; and the appropriations have been steadily increasing since 1902-3. There has resulted an increased output of publications connected with geological work, and of the maps and illustrations that go with them. As I have already stated, we have kept our printing within the appropriation by various economies, and I think that the continually increasing output will make necessary all of the appropriation asked. We did not use it all the past year. This is not an appropriation; it is an allotment from the public printing fund.

The CHAIRMAN. Well, it will have to be carried this year as an appropriation.

Mr. WALCOTT. As it is in the current law it is an allotment, not an appropriation.

The CHAIRMAN. For the next year it will be carried as an appropriation to be expended in the printing of the documents that are specifically enumerated.

Mr. WALCOTT. Under the new joint resolution, in transmitting any paper the Survey needs only to specify the number of copies it will require, first, for exchange and depositors, and, second, for free distribution; and the Public Printer will determine, under rules and regulations established by the Joint Committee on Printing, and with the aid of the Congressional folding-room officers, how many copies it will be advisable to print in the first instance for Congress. As I understand it, that places the responsibility for every copy that is printed—for all of the copies that are printed for the Geological Survey—upon the Director, and for the edition printed by Congress upon the joint committee.

The CHAIRMAN. In that connection, do you understand that you determine then the number of bulletins that are to be printed for the use of the Geological Survey, or does the Public Printer do that?

• Mr. WALCOTT. We state to the Secretary of the Interior how many copies in our judgment will be needed of each paper or publication that is transmitted to him, and then he transmits that to the Public Printer.

The CHAIRMAN. Under this system, do you think that there will be any reduction in the number of monographs, professional papers, bulletins, and water-supply papers?

Mr. WALCOTT. In general, it may be stated that the papers of the Geological Survey reach 2,750 libraries, educational institutions, and scientific exchanges. One thousand seven hundred and fifty of those that go to libraries are fixed by law. The libraries have been designated, and they go out from the superintendent of documents.

The other 1,000 copies, to educational institutions and scientific exchanges, are also provided for by previous law stating the number that can be distributed in that manner. The number available for free distribution varies with the document, being as low in some instances as 250, 500 to 1,500 copies being the number usually ordered for this purpose, the number in each case being based upon an estimate of the minimum demand. If the number ordered for distribution or sale are disposed of and the demand continues we are authorized to certify that fact to the Secretary of the Interior, and have another edition printed.

The distribution of documents of the Survey, except in the instance of those issued to libraries and educational institutions under existing laws, follows only on direct application; that is, it is necessary to individually file a request for a report before it will be forwarded. Each applicant is additionally required to restrict requests to the documents or several publications in which they have active interest. Indiscriminate applications are not given favorable consideration. It has not been deemed expedient to maintain a general or public mailing list for sending documents. Such lists soon outgrow their utility, besides establishing a class distribution.

Distribution of the sales publications follows upon actual purchase. All funds received from such sales are monthly deposited in the

Treasury of the United States, and an itemized statement of the number of each document sold and receipts therefor accompanies the deposit. A card-index record is kept of the distribution of all important documents, and duplication of distribution is prevented.

The detailed distribution is indicated in the following tabular statement:

Annual reports:

2,000 for distribution to scientific exchanges, libraries, etc.

2,000 for distribution to general public on application.

(Stat. L., vol. 20, p. 394; Stat. L., vol. 28, p. 614; Stat. L., vol. 32, pt. 1, p. 741.)

Monographs:

1,000 distributed to scientific exchanges, libraries, etc.

1,700 libraries and educational institutions, designated by members of Congress under acts 1887, 1895, through superintendent of documents.

250 to 1,350 for sale at cost of printing and binding. If remaining in stock five years after issue can be distributed free to libraries, etc.

(Stat. L., vol. 20, p. 394; Stat. L., vol. 24, p. 647; Stat. L., vol. 28, p. 621; Stat. L., vol. 29, p. 465; Stat. L., vol. 32, pt. 1, p. 741; Stat. L., vol. 32, pt. 1, p. 1146.)

Bulletins:

1,000 distributed to scientific exchanges, libraries, etc.

1,700 libraries and educational institutions, designated by members of Congress, under acts 1887, 1895, through superintendent of documents.

250 to 4,500 distributed upon application to general public, libraries, etc. (Bulletins printed prior to No. 153 formerly were distributed through sale.)

(Stat. L., vol. 20, p. 394; Stat. L., vol. 24, p. 647; Stat. L., vol. 28, p. 621;

Stat. L., vol. 29, p. 465; Stat. L., vol. 32, pt. 1, p. 741; Stat. L., vol. 32, pt. 1, p. 1146.)

Mineral resources:

1,000 distributed to scientific exchanges, libraries, etc.

300 distributed, upon application, to general public and collaborators.

(1,700 copies of numbers 1 to 10 supplied to libraries and educational institutions designated by Members of Congress.) (Nos. 1 to 10 were distributed through sale.)

Stat. L., vol. 20, p. 394; Stat. L., vol. —, p. 1161; Stat. L., vol. 32, pt. 1, p. 741; vol. 24, p. 647.

Professional papers:

2,000 distributed to scientific exchanges, etc.

1,000 to 3,000 distributed on application.

Stat. L., vol. 20, p. 394; Stat. L., vol. 29, p. 453; Stat. L., vol. 32, pt. 1, p. 741.

Water-supply papers:

2,000 scientific exchanges.

2,000 distributed upon application.

Stat. L., vol. 20, p. 394; Stat. L., vol. 29, p. 453; Stat. L., vol. 32, pt. 1, p. 741.

Biologic folios:

700 to designated depositories.

1,254 to libraries designated by members of Congress.

700 to foreign governments.

962 to Congress (each member 2 copies).

300 for official use, Library and Station.

914 (more or less) for sale.

Stat. L., vol. 28, p. 610; Stat. L., vol. 24, p. 647; Stat. L., vol. 28, p. 610.

621; Stat. L., vol. 29, p. 453; Stat. L., vol. 29, p. 752.

Topographic map sheets:

Designated depositories (Stat. L., vol. 28, p. 610; Stat. L., vol. 29, p. 752) 300

Foreign governments, U. S. Department of Interior, and others 500

etc. (Stat. L., vol. 29, p. 752) 500

To each member of Congress 2 copies (Stat. L., vol. 28, p. 610) 962

For official use of library and station (Stat. L., vol. 29, p. 701), not exceeding 300

For sale, as many as the Director shall deem proper (Stat. L., vol. 29, p. 752)

The CHAIRMAN. Under what authority are these monographs, professional papers, bulletins, and water-supply papers, that members of Congress receive for distribution, printed and distributed?

Mr. WALCOTT. Under the law of May 16, 1902. I have here a copy of the laws in force relating to publication and distribution of reports and maps of the Geological Survey from 1879 to the present time, which I will insert in the record. The canceled portions have been abrogated or superseded by later enactments and are shown by asterisks.

LAWS IN FORCE RELATING TO PUBLICATION AND DISTRIBUTION OF REPORTS AND MAPS OF THE GEOLOGICAL SURVEY.

1879. The publications of the Geological Survey shall consist of \* \* \* geological and economic maps illustrating the resources and classification of the lands. \* \* \* All special memoirs and reports of said Survey \* \* \* shall be published for scientific exchanges, \* \* \* and all literary and cartographic materials received in exchange shall be the property of the United States and form a part of the library of the organization; and the money resulting from the sale of such publications shall be covered into the Treasury of the United States. \* \* \* (Vol. 20, pp. 394-395.)

1882. \* \* \* And to continue the preparation of a geological map of the United States. (Vol. 22, p. 329.)

1887. *Resolved by the Senate and House of Representatives of the United States of America in Congress assembled*, That there shall be distributed from the number of special memoirs and reports of the United States Geological Survey now authorized by law one copy of every such publication to every public library which shall be designated to the Secretary of the Interior as follows: Two public libraries to be designated by each of the Senators from the States, respectively; two public libraries by the Representative in Congress from every Congressional district, and two public libraries by the Delegate from every Territory. Such public libraries to be additional to those to which the said publications are distributed under existing law. (Vol. 24, p. 647.)

1895. \* \* \* And of all publications of the Executive Departments not intended for their especial use, but made for distribution, five hundred copies shall be at once delivered to the superintendent of documents for distribution to designated depositories and State and Territorial libraries. (Vol. 28, p. 610.)

1895. Of the Report of the Geological Survey, uniform with the preceding reports, ten thousand copies—two thousand for the Senate, four thousand for the House, four thousand for distribution by the Geological Survey. (Vol. 28, p. 614.)

1895. Of the President's message and accompanying documents and of the annual reports of the Departments to Congress there shall be printed one thousand copies for the Senate and two thousand copies for the House. (Vol. 28, p. 615.)

1895. And there shall be distributed of monographs, bulletins, and reports of the United States Geological Survey now in possession of said Survey, being publications prior to the year eighteen hundred and ninety-four, one copy of every such publication to every public library which shall be designated to the Superintendent of Documents, as follows: Two public libraries to be designated by each of the Senators from the States, respectively; two public libraries by the Representatives in Congress from each Congressional district, and two public libraries by the Delegate from each Territory. Such public libraries to be additional to those which the said publications are distributed under existing law. (Vol. 28, p. 621.)

1895. *Provided*, That hereafter the report of the mineral resources of the United States shall be \* \* \* printed for each preceding calendar year as soon as compiled and transmitted for publication, and that the separate chapters on any given mineral product, such as iron, coal, building stone, and so forth, shall be printed as rapidly as transmitted for publication; that a pamphlet edition of any chapter shall be printed for distribution on the request of the Director of the Geological Survey, approved by the Secretary of the Interior, the size of the edition to be controlled by the importance of the mineral treated; \* \* \*. (Vol. 28, p. 960.)

1895. *Provided*, That hereafter \* \* \* copies of the monographs \* \* \* shall be published for scientific exchanges and for sale at the cost of paper, printing, and binding, and ten per centum added. (Vol. 28, p. 960.)

1896. *Provided*, That hereafter the reports of the Geological Survey in relation to the gauging of streams and to the methods of utilizing the water resources may be printed in octavo form, \* \* \* of which \* \* \* one thousand five hundred copies shall be delivered to the Senate and two thousand five hundred copies shall be delivered to the House of Representatives for distribution. (Vol. 29, p. 453.)

1896. *Resolved by the Senate and House of Representatives of the United States of America in Congress assembled*, That the provisions of section seventy-nine of "An act providing for the public printing and binding and the distribution of public documents," approved January twelfth, eighteen hundred and ninety-five, which section reads as follows: "There shall be distributed of monographs, bulletins, and reports of the United States Geological Survey, now in possession of said Survey, being publications prior to the year eighteen hundred and ninety-four, one copy of every such publication to every public library which shall be designated to the Superintendent of Documents, as follows: Two public libraries to be designated by each of the Senators from the States, respectively, two public libraries by the Representative in Congress from each Congressional district, and two public libraries by the Delegate from each Territory; such public libraries to be additional to those to which said publications are distributed under existing law." shall be extended to monographs, bulletins, and reports of the Geological Survey which were published during the year eighteen hundred and ninety-four, and to those which may be published in the future: *Provided*, That nothing herein contained shall be construed to interfere with the distribution of memoirs and reports, so far as the same is provided for by the joint resolution "To distribute copies of special memoirs and reports of the United States Geological Survey," approved March third, eighteen hundred and eighty-seven. (Vol. 29, p. 465.)

1897. *Resolved by the Senate and House of Representatives of the United States of America in Congress assembled*, That the Director of the Geological Survey be, and hereby is, authorized and directed, on the approval of the Secretary of the Interior, to dispose of the topographic and geologic maps and atlases of the United States, made and published by the Geological Survey, at such prices and under such regulations as may from time to time be fixed by him and approved by the Secretary of the Interior; and that a number of copies of each map or atlas, not exceeding five hundred, shall be distributed gratuitously among foreign governments and Departments of our own Government, to literary and scientific associations, and to such educational institutions or libraries as may be designated by the Director of the Survey and approved by the Secretary of the Interior.

SEC. 2. That one copy of each map and atlas shall be sent to each Senator and each Representative and Delegate in Congress, if published within his term; and that a second copy shall be placed at the disposal of each Senator, Representative, and Delegate. (Vol. 29, p. 701.)

1902. For the preparation of the report of the mineral resources of the United States, including phosphates, which report shall be published in one octavo volume, and as a distinct publication, the \* \* \* printing of separate chapters and mode of distribution of which shall be the same as of the annual report. \* \* \* (Vol. 32, pt. 1, p. 455.)

1902. *Resolved by the Senate and House of Representatives of the United States of America in Congress assembled*, That hereafter the publications of the Geological Survey shall consist of the annual report of the Director, which shall be confined to one volume of royal octavo size; monographs, of quarto size; professional papers, of quarto size; bulletins, of ordinary octavo size; mineral resources, of ordinary octavo size; water supply and irrigation papers, of ordinary octavo size; and such maps, folios, and atlases as may be required by existing law.

That hereafter the reports of the Geological Survey, except the annual report of the Director, shall be published in editions as recommended in each case by the Director and approved by the Secretary of the Interior, but not to exceed ten thousand copies.

That whenever the edition of any of the reports of the Survey shall have become exhausted, and the demand for it continues, there shall be published, on the requisition of the Secretary of the Interior, as many additional copies of the report as the Director of the Survey shall state will, in his judgment, be necessary to meet the demand.

That the bulletins and professional papers shall be distributed gratuitously and not sold; and that of the number published one thousand copies shall be delivered to the Senate and two thousand copies shall be delivered to the House of Representatives for distribution.

That the provision of law approved June eleventh, eighteen hundred and ninety-six, restricting the water-supply papers to one hundred pages and to editions of five thousand copies shall be, and hereby is, rescinded.

That the Director of the Survey shall transmit to the Library of Congress two copies of every report of the Bureau as soon as the first delivery to the Survey is made, such copies to be additional to those received by the Library of Congress under existing law. (Vol. 32, pt. 1, p. 741.)

1903. The Director of the Geological Survey shall hereafter distribute to public libraries that have not already received them such copies of sale publications as may remain on hand at the expiration of five years after date of delivery to the Survey document room, excepting a reserve number not to exceed two hundred copies. (Vol. 32, pt. 1, p. 1146.)

The CHAIRMAN. The reason why I ask is that during this session and in past sessions of Congress there has been a great deal of complaint on the part of members of Congress that they are receiving such a large quantity of bulletins and other papers from the Geological Survey for which neither they nor their constituents have any use; that they have looked upon this as an extravagant waste of money.

Mr. WALCOTT. That is corrected by this joint resolution; that is the object of the joint resolution. We fully realized it, and in many instances we have written to members of Congress and asked if they would not turn their quota over to us in order that we might distribute it where it is needed. For instance, in the West the water supply papers are wanted.

It has been stated in the daily papers that there are in various storehouses a large number of Survey water-supply and irrigation papers. Many of these, especially the earlier numbers, have considerable value; they are out of print so far as the Survey is concerned, but it is quite likely that hundreds of copies are in the Congressional storehouses. I have endeavored to get some of them to send to engineers, investors, and others who are continually asking for information, and occasionally, as a personal favor, I have secured a few of them and have thus been able to supply the needs of correspondents. Some of these older papers are literally worth their weight in silver, if not in gold, especially where the facts presented are needed in preparing evidence in suits at law or in working up details for development of water power.

When the Survey's quota is exhausted it is customary to refer persons asking for these publications to their member of Congress. He in turn, as a rule, refers the letter to me and frequently is considerably annoyed when I refer it back to him with the suggestion that he supply the constituent from his quota, apparently holding me responsible for not in some way getting the copies which are to his credit, but over which I have no control.

There are very few complete sets of the papers in existence. There is a steady demand from the large libraries for copies, so that they may have complete sets. Some of the larger libraries have been able to bring together complete sets by cutting up bound volumes of public documents sent to them. It is common, however, for engineers and others to write that they find difficulty in consulting these papers at the public libraries.



If the Survey could get the copies in Congressional document rooms and storehouses, a considerable number of complete sets could be made up and presented to libraries desiring them, and other copies could be given to correspondents who have for years been importuning me for them.

Mr. TAYLOR. Is that what you call irrigation papers?

Mr. WALCOTT. Irrigation papers. In the Appalachian region, of course, the papers relating to the geological condition of that region are wanted. Under this joint resolution the number to be printed for the use of Congress will depend upon the judgment of the Joint Committee on Printing.

The CHAIRMAN. The superintendent of documents.

Mr. WALCOTT. Yes; and the folding-room officials; and the number printed for the use of the Geological Survey will depend upon the judgment of the officers of the Survey, just as has been the case since May 16, 1902.

Mr. SULLIVAN. I have never had any time to study these reports myself, but they keep accumulating; they keep coming in; and I was thinking of conducting a little private investigation of my own to determine the fuel values of the reports of the Geological Survey.

Mr. WALCOTT. We will be most happy to have them turned over to us. We will place them where the people need them. I have made a more radical suggestion to the Printing Committee than this resolution implies, which is to the effect that all publications of the Geological Survey be delivered to the Geological Survey, and that members of Congress have lists of the publications submitted to them, and they indicate the distribution that they desire.

Mr. SULLIVAN. That is what ought to be done.

I see that \$415,000 is the amount of your estimates in this bill for publications. You have for preparation of illustrations of the Geological Survey, \$25,000; preparation of the report on mineral resources of the United States, \$75,000.

Mr. WALCOTT. That is not a printing item.

Mr. SULLIVAN. It is a part of the total cost of the publication for information.

Mr. WALCOTT. The collecting of the data is not the cost of publication.

Mr. SULLIVAN. What do you mean by the preparation of the report? Why isn't that a necessary part of the cost of publication?

Mr. WALCOTT. You might extend it further.

The CHAIRMAN. Mr. Sullivan's idea is that the report is prepared from material the collection for which is paid for out of some other appropriation.

Mr. WALCOTT. Oh, no. This \$75,000 pays for the collecting and compiling of the material and the preparation, or writing, of the report.

The CHAIRMAN. I thought every other expense of your department was found under some proper head in the bill. This reads, on page 145, "For preparation of the illustrations of the Geological Survey," the estimate for 1907 being \$25,000.

Mr. SULLIVAN. "For the preparation of illustrations of the Geological Survey, \$25,000; for the preparation of the report of the mineral resources of the United States, \$75,000; for engraving and printing the geological maps of the United States, \$100,000;" and

then, "for engraving and illustrations of the reports and other papers, \$65,000; and printing and binding reports on these other papers mentioned, \$150,000," making a total of \$415,000. I contend, on the face of this statement, notwithstanding your disclaimer, that this is apparently the appropriation for the publication of the information which your bureau is furnishing the public.

Mr. WALCOTT. The item "Preparation of illustrations for the Geological Survey, \$25,000," is to cover the preparation of the maps, sections, and other illustrations that go in the publications of the Survey. That item is for getting the material ready for publication; it is not an expense of publication.

Mr. SULLIVAN. I should think it a proper classification and expense of publication.

Mr. WALCOTT. It is an item for preparation of material for publication before it is transmitted to the Public Printer. From the item for the mineral resources, \$75,000, for the fiscal year ending June 30, 1905, there was paid for permanent salaries \$35,770; for per diem salaries, \$6,692. For 51 field agents and clerical assistants for field agents away from Washington, \$21,134.75; traveling expenses, \$7,550.

Mr. SULLIVAN. Have you 51 field agents?

Mr. WALCOTT. Yes; in collecting these data.

Mr. SULLIVAN. Those are per diem men, largely?

Mr. WALCOTT. Yes. The full statement is in the hearings. That money is expended in obtaining this information, and I should classify it in the same manner as I would that for obtaining the data for topographic maps of a mining district or for any other operation of the Geological Survey; but I should not classify it under publications.

Mr. SULLIVAN. Perhaps my classification is due to my ignorance of the situation. Let us find that out. Go back for a moment to page 145, "For the preparation of the illustrations of the Geological Survey, \$25,000."

Mr. WALCOTT. This is for preparation of illustrations for publications, but not the cost of publication after the publications are prepared.

Mr. SULLIVAN. I agree with you if you are using the word in its absolute sense, that it is not a part of the cost of actual publication. But it is a part of the charge to the United States which results from our system of giving the information to the public which is collected under your auspices.

Mr. WALCOTT. Certainly; if you put it in that sense it is correct.

Mr. SULLIVAN. In that particular sense is what I mean.

Mr. WALCOTT. In the case of mineral resources it is the collecting of information which is to be given to the public, as I understand it.

Mr. SULLIVAN. Have you got other employees now in the department investigating the mineral resources of the United States who are charged to an item in this bill other than this one?

Mr. WALCOTT. Yes; Mr. Holmes, in connection with fuel resources, is carrying on an investigation, you might say, of the mineral resources of the United States.

Mr. SULLIVAN. Do you say that these employees who are enumerated on page 146 are the employees of your department who make the original investigations in this special field, namely, the mineral resources of the United States, and that those same persons prepare

the report of the mineral resources of the United States? Reading it, I would assume that the investigations were made by another set of employees of the Survey, and that this set which is named on page 146 was appointed for a distinctly different purpose, namely, to avail themselves of the original investigation of the first set and incorporate their work in the report. That is my assumption. If I am wrong in that I wish you would say so.

Mr. SMITH. I would suggest, in clearing this matter up, that the Director furnish a statement of expenditures, say, of the year 1905, under this heading.

Mr. WALCOTT. I think that that has been quite thoroughly explained at a previous hearing.

Mr. SULLIVAN. Do you say in this statement—I have not had time to fully examine it—that certain employees are devoted to the original investigation, and certain others named here to the compilation and preparation of those investigations for purposes of reports of the information collected by the first set?

Mr. WALCOTT. I would say, in answer, that in the records of a previous hearing there is given a list of the employees and the cost of their services. In that there were given 16 employees—statistical clerks, statistical experts, stenographers, and clerks—that were employed in Washington in compiling the data which went into the reports. Now, in this same statement there are 51 field agents, who were engaged in obtaining data from original sources in the field; the traveling expenses and freight and miscellaneous expenses; also the salaries of two geologists who had charge of the work both in the field and in the office. Altogether, they make a sum of \$74,504.75 for the fiscal year 1905. The clerks that were employed here in the office, putting the data in shape to go to the Printer, might be considered as concerned with publication; but the same principle, it appears to me, would apply—

Mr. SULLIVAN. Right there, before you elaborate your theory, I want to say that I find here in the estimates that the salary roll for those in Washington who are used in connection with this report is \$30,760.

Mr. WALCOTT. That proportion, I should say, would be correct.

Mr. SULLIVAN. So that a portion of the balance of the \$75,000 is paid for traveling expenses of field agents, which field agents make original investigations, as I understand it.

Mr. WALCOTT. They go to the original sources of information to get it.

Mr. SULLIVAN. Even under my classification I would not include that charge with the charge for publication. So, therefore, \$30,000 of this \$75,000 is clearly and properly chargeable to publication. Leaving out, now, the question of \$45,000, or any fragment of it, the \$30,000 would go there.

Mr. WALCOTT. May I illustrate that further? If we sent out, in connection with the geological work, a geologist to make a survey of a mining district, he would bring all his data to the office, and there he would write them up and prepare them for publication. Isn't that a similar charge?

Mr. SULLIVAN. I should say that part of that expense is chargeable to original investigations and part to the report.

Mr. WALCOTT. That would necessarily be the case with almost every item of the appropriations; you can not avoid that. But as I look at it, the actual cost of what we ordinarily call "publication" is the cost after it reaches the Government Printing Office or our engraving division. That is the customary and commercial way of using the term.

Mr. SULLIVAN. I find the total charge to publication would be, making the necessary deductions, somewhere about \$375,000.

Mr. WALCOTT. The preparation of material and publishing?

Mr. SULLIVAN. Yes; of all publications.

The CHAIRMAN. I did not get clear in my mind the reason for the increases in the amounts of these two items on page 328, engraving illustrations, etc., and printing and binding the annual reports—\$17,000 in the first instance, in 1901, and \$20,000 in the other instance in the same year; and then, in 1903, \$65,000 in the first instance, and \$150,000 in the second instance.

Mr. WALCOTT. The reason for that is this: The cost of printing a considerable amount of our publications prior to 1902 was charged against the appropriation for Congressional printing and binding, and was not charged against the Geological Survey. I asked, in 1902, that all charges for publications of the Geological Survey be brought together, and that a limit be placed upon the amount expended. As I stated, that has resulted in a reduction of cost of printing between 1902 and 1905 of \$125,000.

The CHAIRMAN. In both items?

Mr. WALCOTT. In both items. The aggregate cost in 1902 as compared with 1905 is a reduction of \$125,000.

The CHAIRMAN. Then, we are to-day, Members of Congress and Senators, receiving these publications that are mentioned in this paragraph from the Geological Survey; and they are printed out of appropriations for the Geological Survey, and not in connection with the Congressional printing.

Mr. WALCOTT. And there is no charge against Congressional printing, as I understand the matter, for anything that is prepared by the Geological Survey unless it is something that is ordered by resolution and printed as a Congressional document.

The CHAIRMAN. How much of these two appropriations is expended in connection with printing that relates to the Reclamation Service?

Mr. WALCOTT. Nothing except a brief account of the work of the Reclamation Service, which is printed in the annual report of the Director of the Geological Survey. The annual report of the Reclamation Service is printed as a Congressional document.

The CHAIRMAN. The cost of printing for the Reclamation Service, excepting the annual report, is paid out of the reclamation fund.

Mr. WALCOTT. The annual report of the Reclamation Service contains numerous necessary maps and illustrations and all that is printed in relation to the operations of that Service.

The CHAIRMAN. And that is paid out of the Congressional appropriation for printing.

Mr. WALCOTT. I don't know how that is paid. Under the law the report is transmitted to Congress by the Secretary of the Interior.

The CHAIRMAN. I thought it was paid for out of the Congressional appropriation.

I receive a certain number of copies of the Congressional edition, the result of concurrent resolution of Congress, but not as Director of the Geological Survey.

The CHAIRMAN. You receive a certain number of copies of the annual report printed by Congress?

Mr. WALCOTT. Of the Reclamation Service?

The CHAIRMAN. Yes. How many do you receive?

Mr. WALCOTT. It depends upon the resolution each year, which provides for the publication. I think only 2,000 copies of the last report were published. The rest are distributed through Congress.

Mr. SMITH. Do you know any reason why the report of the Reclamation Service should not be charged to the reclamation fund—that the printing of it?

Mr. WALCOTT. That does not come within my jurisdiction.

Mr. SMITH. I wanted to get any suggestions you might have on the subject.

Mr. WALCOTT. Congress orders the report printed, which means the usual number, I suppose. The Reclamation Service is not a part of the Geological Survey.

Mr. SMITH. A portion of those reports go to your office. Do you understand that you pay for that out of your appropriation, or that you in any way pay for that out of the Congressional appropriation?

Mr. WALCOTT. As I understand it there is nothing that is printed as a result of the work of the Geological Survey, or transmitted for publication by the Geological Survey, and paid for from any fund whatever, excepting these appropriations carried in the sundry civil appropriation bill.

Mr. SMITH. You have a quota yourself of the reports of the Reclamation Service. I speak of that because you have given me some.

Mr. WALCOTT. I will put it in this way: The Reclamation Service is absolutely distinct from the Geological Survey.

Mr. SMITH. We understand that.

Mr. WALCOTT. And as Director of the Reclamation Service the report is made to the Secretary, the reclamation fund being in charge of the Secretary. The reclamation act provides that the annual report shall be transmitted to Congress.

Mr. SMITH. I thought perhaps that if we came to the subject of that is charged for Reclamation Service, that you might be in a position to give us some light as to how those things are charged.

#### OKLAHOMA TOWN-LOT FUND (AGAIN).

(See also p. 688.)

The CHAIRMAN. I have a matter that I want to inquire about which does not relate to the Geological Survey or the Reclamation Service. You have been directed, Mr. Walcott, have you not, by the Secretary of the Interior to supervise the expenditure of a certain fund created under the act of March 3, 1901, from the sale of town lots in Oklahoma, to be disposed of under the direction of the Secretary, known as the Oklahoma town-lot fund?

Mr. WALCOTT. Yes, sir.

The CHAIRMAN. Can you tell the committee how that fund has been administered and expended?

Mr. WALCOTT. I received instructions from the Secretary of the Interior to take charge of the building of the waterworks, sewers, court-houses, jails, schools, and bridges in certain towns in Oklahoma, the expense being charged to this town-lot fund. The plan of operations was submitted to the Secretary and approved, and under that an engineer was detailed and has taken charge of those works and carried them forward during the past three years. They are now nearly completed. When the vouchers are transmitted for various expenses, they are approved by the engineer, go to the office, and are transmitted to the Secretary of the Interior, after which we have nothing further to do with them.

The CHAIRMAN. Your responsibility ends with the transmission of the vouchers for the work which is done under your direction?

Mr. WALCOTT. The disbursements are made in the Interior Department. They are not made by our disbursing officer. The vouchers do not come back to us.

The CHAIRMAN. This fund arises from the sale of town lots belonging to the Government of the United States in the Territory of Oklahoma?

Mr. WALCOTT. That is my understanding; yes, sir.

The CHAIRMAN. What is the aggregate amount of that fund, do you know, or what was it?

Mr. WALCOTT. I believe, approximately, \$700,000. I do not recall exactly from memory.

The CHAIRMAN. Is that fund paid into the Treasury of the United States?

Mr. WALCOTT. I do not know.

The CHAIRMAN. Who would be likely to be able to advise the committee as to where that fund is?

Mr. WALCOTT. The Secretary of the Interior has full charge. I believe.

The CHAIRMAN. Where are these disbursements audited?

Mr. WALCOTT. That I do not know.

The CHAIRMAN. If they are audited at all, they would be audited in the Interior Department, would they not?

Mr. WALCOTT. The accounts of the Geological Survey are transmitted and audited in the Treasury by the Auditor for the Interior Department. I do not know anything relating to the method of handling the accounts of this fund.

The CHAIRMAN. Do you know how much of this fund, which amounts approximately to \$700,000, has been expended?

Mr. WALCOTT. I do not, sir.

The CHAIRMAN. Your responsibility, however, I understood you to say, ends when the work is done and the vouchers for the payment of the work have been transmitted to the Secretary of the Interior?

Mr. WALCOTT. Yes, sir.

The CHAIRMAN. That is the end of your service in connection with that matter?

Mr. WALCOTT. We are acting directly under the authority and direction of the Secretary of the Interior, and all contracts are for amounts approximately to \$700,000, has been expended? completion of the work and to the expense, and those vouchers are transmitted through our office to the office of the Secretary.

FRIDAY, April 27, 1906.

## DUPLICATION OF STATISTICS CONCERNING MINERAL RESOURCES.

**STATEMENT OF MR. GEORGE E. ROBERTS, DIRECTOR OF THE MINT, ACCOMPANIED BY MR. DAVID T. DAY, CHIEF OF DIVISION OF MINING AND MINERAL RESOURCES, GEOLOGICAL SURVEY.**

The CHAIRMAN. The item we want to discuss is at the bottom of page 145 of the bill.

Mr. Day and Mr. Roberts, we have discovered, in the consideration of the item for the preparation of the report on the mineral resources of the United States, that the Geological Survey and the Bureau of the Mint are both engaged in the collection of statistics showing the annual production of the precious metals, and that there is quite a discrepancy between the statistics published by each of these Bureaus.

It is the desire of the committee, if possible, to avoid duplication as far as this work is now being duplicated by these two Bureaus, and to ascertain if it is practicable to make the statistics regarding the annual production of the precious metals more valuable than they are now by reason of these discrepancies. We have asked you gentlemen to come here for the purpose of ascertaining that and giving us information as to whether this can be done. Have you gentlemen had any conference before coming here in regard to the subject-matter of the inquiry?

Mr. ROBERTS. Yes, sir. Doctor Day and myself have gone over the matter in the last few days, and had done so previous to that. I am satisfied, from my own side of the case, that up to within the last year or two the Bureau of the Mint has made the official figures on the production of gold and silver for about thirty years, and in connection with them we have collected the statistics of the production of gold and silver all over the world, and we have also made the official figures for the consumption of the precious metals in the industrial arts.

Our method of collecting these figures for the United States has been to distribute the producing States and Territories among the heads of our western offices. For instance, the superintendent of the mint at Denver has collected the figures for Colorado. The mint at San Francisco collected the figures for California and Alaska. Our office at Carson City, Nev., made the figures for Nevada. The assay office at Helena, Mont., made the figures for Montana and also Utah, we not having any office in Utah. The office at Seattle made the figures for Washington and Oregon.

Now, these local officials made a survey of the mining districts and something of a canvass of the mining camps, but relied more particularly on the returns of the local reductioners, stampers, cyanide plants, and so on, and their figures of the deposits of gold in the offices of the Service. Then the Bureau here in Washington received reports from the more important refineries of the country. I might state that the mines ordinarily ship their products to some customs

smelter and the smelter makes the shipment to the refinery, where the bullion is finally refined and separated from silver, and so on, so that we had about three checks on it in that way.

Now, the Geological Survey, in developing their work upon the production of minerals and metals, have naturally come up against our work, and to some extent they have overlapped, although within the last year or two the Geological Survey have used the figures of the Mint. If their work in gold and silver involved an additional force or additional machinery for collecting it, I should still be inclined to insist that the work should be left entirely to the Bureau. But, as a matter of fact, in their canvass, in the system they have adopted for collecting statistics for copper and lead, they cover practically the same field we do in the field work—that is to say, in the canvass of the mining districts; and our duplication is simply to that extent.

The CHAIRMAN. Your work is also duplicated in the publication of these reports?

Mr. ROBERTS. That is true. That has only been within the last year or so. That obviously should be avoided. It discredits both reports to have two sets of figures made, even though they are not very far apart. In fact, they are quite confirmatory of each other.

Mr. SMITH. They are far apart as to the States. The aggregate difference would amount to more than \$4,000,000 a year. If you are below the Geological Survey on one item and above it on another you offset the errors and you get a small aggregate of difference.

Mr. ROBERTS. That might arise from errors as to the combined product, although it would accord as to the total of the country. There might be some controversy as to which State it originated in or came from.

Mr. SMITH. There might be a difference of \$700,000 in a State.

Mr. ROBERTS. In the State of Nevada that is due to the fact that there was great mining development in Nevada that year.

Mr. SMITH. A difference of \$700,000 to a State.

Mr. ROBERTS. There is in the State of Nevada. I think, to some extent, that is perhaps due to the fact that there was great mining development in Nevada that year, while the transportation facilities were poor, and our figures being based chiefly upon what actually came upon the market, the silver and gold that actually was deposited at the mints out of the smelters and refineries. Their figures being based on a mine-to-mine canvass might include considerable that had not reached the reduction works. There always would be some variation in those figures. Doctor Day and I in considering the matter have reached this understanding which we are going to undertake to carry out; that they should do the field work entirely, we to canvass the camps, and that we should continue our system of collecting figures from the reduction works.

But they will turn their figures ultimately over to me, and that they will be taken into account and harmonized as much as possible; and one set of figures only will be published as the official estimate of the production of gold and silver in the United States.

Mr. SMITH. And that only published once and by you.

Mr. ROBERTS. They would publish it, of course, in their volume of mineral resources. Their volume on mineral resources includes all the metals and minerals, and they naturally would want to say something about gold and silver.



Mr. SMITH. Now, this material comes in in fragments. It has to be collected, analyzed, and all that. Are they to continue to analyze and make the computations based upon their reports before turning them over to you, or turn them over to you simply as they come in?

Mr. ROBERTS. I assume, in order to make an effective comparison, that we would have to have the figures in detail—that is, the producers' figures—because we shall have figures from the reduction works, and if there is a discrepancy, as there no doubt will be, we shall want to analyze it and determine where it is. In that way the two reports will be a check upon each other.

Mr. SMITH. What I wanted to get at was whether, with your understanding with Doctor Day, you will get reports from agents also out in the field collecting data as to lead, copper, gold, and silver, and when they come to make the transmittal to your office without further labor upon the gold and silver reports they will simply transmit to your office the original information, so that no more time will be devoted in the Geological Survey to computations based upon those figures, or whether we are going to have them analyzed twice, once in each bureau.

Mr. ROBERTS. Well, their form of report consists of a report from each mine operated, in which he says he produces so much lead, copper, silver, and gold. You understand that in such States as Utah, Arizona, and Nevada these metals are produced in conjunction, to a great extent—that is, from the same mines—and, of course, that is the strength of the argument for the Geological Survey in taking up this work, and with a force that I feel obliged to concede.

Mr. SULLIVAN. Your department began to do this work before the Survey?

Mr. ROBERTS. Oh, yes; we have been doing it a great many years. Of course the production of gold of the United States practically all goes to the Mint. There is less than 1 per cent of it that does not eventually go to the Mint. That is the easiest, readiest, and quickest way of realizing upon it. There is no charge for coinage.

Mr. TAYLOR. It reaches the Mint because it is all sold to the Mint?

Mr. ROBERTS. It is the quickest and easiest way to dispose and realize on it.

Mr. TAYLOR. You think that the difference in the returns would be the same as in all cases where the producer loses all and the final result is obtained. In a sale of the gold it is estimated, so much gold—you don't make any estimates; you have bought it; it is an actual thing, and it is a difference in favor of the producer which exists in all commodities that are sold. In the general result the lost gold is upon the producer in the real amount. For instance, a man gets his gold from the mine; he comes to you to sell it. You are not going to pay for more gold than he has, and he must stand the loss. You don't pay on an assay.

Mr. ROBERTS. Yes; we make an assay ourselves, and pay exactly for what we get.

Mr. TAYLOR. Then I can not understand why it is that you have a difference between the reports of the Mint and the reports of the Geological Survey.

Mr. BROWNLOW. The final result, as I understand it, Mr. Director, is very near the same.

Mr. ROBERTS. There is not very much difference when you consider the total volume of it.

Mr. SMITH. The assembling of statistics is a work of very considerable labor, is it not; and it involves expense?

Mr. ROBERTS. Do you mean the handling of them after they have been received from the field agents?

Mr. SMITH. Yes; the assembling of their figures and the establishment of computations upon the basis of their figures. That is a burden of considerable expense to the Government, isn't it?

Mr. ROBERTS. Not as to those metals.

Mr. SMITH. It is not?

Mr. ROBERTS. No.

Mr. SMITH. How many men are employed in your office in preparing the report on gold and silver in the United States as distinguished from the rest of the world?

Mr. ROBERTS. Well, there is not one man the year round.

Mr. SMITH. Will it not be equal to one man the year round?

Mr. ROBERTS. No, sir.

Mr. SMITH. Of course, your figures from abroad are taken from foreign publications?

Mr. ROBERTS. Yes; they are official figures.

Mr. SMITH. So you do no work on them at all?

Mr. ROBERTS. Practically none.

Doctor DAY. The reports are so identical that whether it is that much more or that much below is a matter of indifference. It would be impossible for either one to make a report of the same nature again and not make fully as great a discrepancy as there is between the two reports.

Mr. SMITH. There was only 5 per cent on silver?

Doctor DAY. No, sir; there is \$1,400,000—

Mr. SMITH. That difference was that the Mint reported more than you did by nearly 5 per cent?

Doctor DAY. Yes, sir.

Mr. SMITH. In order that there may be no misunderstanding in the future, if I understand it, even if there is no legislation, you have now reached a distinct understanding with the Director of the Mint whereby he will abandon his field work at the mines. You will do that in connection with your investigations of copper and other mineral resources, return the results of that to the Director of the Mint, and then you will carry these figures with his return from the mines themselves and from smelters and all other sources of information; and compile the figures, thus fully showing the results to be expected in both bureaus?

Doctor DAY. Yes.

Mr. SMITH. So, if there is nothing done by legislation, there will be no conflicting figures in this matter.

Doctor DAY. It is understood that there has been no conflicting figures published, except for one year. It was a wise thing for each Bureau to determine just what it could do by itself and see how the results would come out. It was not the intention to publish conflicting reports. The Director of the Mint and I have been getting together on this thing for the last five years, and as the result of that have what you might call useful duplication, in certain cases, in order to see how the work could best be brought together.

We have arrived, as shown in that typewritten statement, at a method of cooperation by which there is no duplication and by which this extremely difficult and important kind of statistics on gold and silver can be so collected as to give probably a much more valuable result than is obtained in any other country.

Mr. SMITH. If this work is done as you now contemplate, it will be more accurate than either the work of the men or the Geological Survey—by comparison of the two systems?

Doctor DAY. It must be. I think the statement made by the Director of the Mint is as full and clear as I can make, and I have nothing further to suggest.

I would suggest, gentlemen, that that joint statement from the Director of the Mint and myself be substituted for the statement in regard to that same table, which was submitted by the Director of the Geological Survey two or three days ago, and which has not been printed.

Mr. SULLIVAN. I want to say, also, in explaining the confusion of the committee, that when this statement was submitted there was nothing apparent on its face, nothing said in connection with it which indicated to us that that production of the nine States was not the total production of the United States. We discovered that this morning from you.

Mr. SMITH. None of us happened to note that. It did not cover all of the gold-producing States, but only the principal ones.

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TUESDAY, *April 17, 1906.*

# **STATEMENT OF MR. CHARLES D. WALCOTT, DIRECTOR OF THE GEOLOGICAL SURVEY.**

(See also p. 571.)

## **TESTING FUELS.**

The CHAIRMAN. Now, on page 150, I observe that you do not include, or did not intend to include, in the next fiscal year, when these estimates were made up, the item for the continuation and completion of the investigation of the structural materials of the United States, and also the continuation and completion at St. Louis of the analyzing and testing of the coals, lignites, and other fuel substances of the United States. Why was that omitted when this estimate was made up?

Mr. WALCOTT. The appropriation for the current year for the fuel investigations was \$202,000, and for the investigation of structural materials \$12,500. These appropriations were available at the beginning of the fiscal year and the work was progressing under them when the estimates were made up. We did not know what the extent of the results that would flow from those investigations would be, and I decided, in view of that, to wait until we had had at least six months or, if possible, more time to see how successful the new course of experiments would be. The result of that work has been satisfactory, as far as I am able to determine from the judgment of

engineers and others; and knowing that, I submitted to the Secretary of the Interior, as a result of a resolution that was introduced in the Senate, a report upon this investigation which was printed as Senate Document No. 214.

In that report, and in answer to the question in the Senate resolution as to the amount of money that will be needed, I submitted the estimate or statement of what would be needed, on page 2, for the continuation of the investigation of the coals, lignites, and other fuel substances of the United States, \$200,000, and for the removal of the plant and necessary equipment, \$50,000. I will state that the work has been carried on for two years upon the exposition grounds at St. Louis, where the site was furnished free and many facilities given for the work. The time that we might occupy this site was extended to July 1, 1906, by which time the city authorities said that they would like to have the buildings moved from the grounds. On page 14 is an estimate for the investigation of materials used in building and construction work, \$100,000. In this document is well stated the results of the investigations and the reasons why, so far as we could judge, they should be continued.

In the investigation of the fuels we are endeavoring to complete by the end of the present fiscal year, the general work provided for in the current appropriation, namely, the making of tests as to the comparative fuel values of coals and lignites collected in different parts of the United States. The results of these investigations have been highly gratifying to the officers of the Geological Survey, and appear to have met with the general approval of both the users and consumers of coal throughout the country.

In connection with these investigations so many new and important problems have been opened up, which promise results of such great value to the people in all parts of the country, that I can not do otherwise than urge the importance of continuing these investigations for a period of years.

The people of the United States expended for fuels during the past year about \$1,500,000,000. If the results of these investigations can save to the country even 1 per cent of this expenditure the investment must certainly be regarded as a good one.

For the investigation of structural materials the current appropriation is too small to enable us to do the work for which there has been a constantly increasing demand throughout the year.

The amount of money being expended by the Government itself in its public buildings and its great engineering projects, like the isthmian canal, and through the different branches of the Army and Navy, will aggregate from \$40,000,000 to \$50,000,000, and, in addition to this, the amount expended by the different cities and States and by the people of the country in general engineering and building work during the past twelve months has aggregated more than \$1,000,000,000.

In all of this work, both by the Government and by the people in all parts of the country, building materials are being used that are but little understood, and the general testimony of the engineers bears out the statement that these materials are being used wastefully and, in many cases, with great uncertainty.

In order to simplify and avoid duplication in these investigations by the Government, the War Department, the Navy Department, the

Isthmian Canal Commission, and the Supervising Architect's Office of the Treasury Department are all cooperating with the Geological Survey with a view to having the results of these investigations become immediately available for use by all these branches of the Government.

If I may so suggest, the Architect of the Treasury Department has a great deal to do with building material and the use of material, and he possibly could state to the committee what he thinks of this investigation and the probable result from it. I think Colonel Ernst, the engineer on the Panama Commission, has knowledge of structural materials that will enter into the work, and it would be well to ask him what he thinks of this line of investigation, because from the letters and from the statements that have come to me from engineers it is admitted that they are of great importance. The German Government has built large testing works, and they are carrying on extensive investigations. Doctor Holmes can tell us more of that, because he has seen the actual work going on. It appears to me to be an excellent use of money in getting practical results that will be of permanent service and value not only to the Government itself, which is expending these appropriations for its own work, but to the people of the country at large.

Now, on the question of construction in reclamation projects under way, and which work is in charge of the Director of the Geological Survey, we find it constantly necessary to be testing cements. We find that the concretes and the cements differ and that we do not know why they differ; and that we are at fault at times, and quite seriously, in not knowing the cause of the weaknesses that occur in the cement work or the concrete work. Of course, concrete is one of the things that these proposed tests should take up. Doctor Holmes has had charge of the fuel-testing plants and cement and structural testing material, and I think he can tell you about it and answer questions much better than I can.

The CHAIRMAN. So far as the Government is consuming coal, using building and other structural material, there is, from the standpoint of the Government, a necessity for these various tests being made for the purpose of securing the best and most economical fuel and the best and most economical material in the work that it is doing, but outside of the use of fuel and structural material which the Government is using in the building of its public buildings and in the Reclamation Service to which you have referred, and outside of the consumption of coal by the Departments of the Government, wherein is there any governmental necessity for these tests?

Mr. SCLIVAN. Including also the Government public lands containing deposits of coals and lignites.

The CHAIRMAN. I did not enumerate all.

Mr. WALCOTT. You have summed up the benefits that would go directly to the Government, yet they would go to the individual or corporation.

The CHAIRMAN. Would not then the private interests incidentally derive all the benefit that they can reasonably ask the Government to give them resulting from the investigations that the Government is making, the tests it is making in connection with fuel and material that the Government is examining itself; and is not that incidental

benefit practically all that the public would ask the Government to furnish?

Mr. WALCOTT. You take the subject of the testing of coals and lignites and peats. In the testing of coals the Government wishes to know what the heat units, steam-producing units for its ships, are; and also the nature and the heat values of the coals used in its public buildings, etc.

The CHAIRMAN. We have now in the Navy a coal-testing plant which the officers of the Navy informed this committee at this session of Congress was testing all the coals that were produced, and when coal is discovered they examine it, make a thorough test, giving the heat units and all of the chemical parts of the coal in order to determine its value as a fuel.

Mr. WALCOTT. Mr. Chairman, the naval officers have expressed great interest in our more extensive investigation of fuel resources of the country, and for the Bureau of Yards and Docks we are investigating problems connected with the storage of coals, spontaneous combustion of coals, etc. But I realize that the amounts expended by the Government itself for fuels is limited to a few million dollars.

As a people we have a coal supply that nature has given us, and if we can make that coal supply go two or three times as far as it normally would under existing conditions, the benefit goes to the nation, to the people as a whole, and, of course, to the Government; and in the tests thus far carried on in connection with this coal at St. Louis, I think it has been abundantly demonstrated and accepted by engineers and experts that the energy of coal which can be obtained has been clearly shown to be two and one-half times what it was four years ago. Mr. Holmes can tell you more of the details of that.

The CHAIRMAN. Let me ask you right there, does that increased energy result from the utilization of more of the heat units than we have been utilizing heretofore in the consumption or means of consumption of fuel?

Mr. WALCOTT. It is in the making of gas and using it through the gas engines in the form of fuel instead of burning the coal under a boiler to produce steam. That is wherein the benefit comes. That is being successfully developed, and Mr. Holmes will explain it.

The CHAIRMAN. The economy comes largely from the mechanical appliances that are used to-day as compared with the mechanical appliances used in the generation of power in the past.

Mr. TAYLOR. Do you mean also from the mechanical appliances that are used resulting from the investigations made at St. Louis?

Mr. WALCOTT. I should like to, if I may, have Doctor Holmes explain those technical parts of it. I can do it, but not half as well as he can. Our greatest work has been in showing how new processes could be made use of in burning our various coals and lignites for heat, power, and light. This applies also to lignites and peats, which he will explain.

Mr. SMITH. When you say that the power obtained is two and one-half times greater, is it also obtained at a greater expense?

Mr. WALCOTT. I am speaking second-handed. The results through the steam plant and through the gas plant are approximately the same in cost, except a slightly increased cost of installation for the producer gas plant.

Mr. HOLMES. The operating expenses are about the same.

Mr. SMITH. In the practical operation that came with the methods devised and which were utilized as a result of these experiments, you would not get two and one-half times as much power from a ton of coal; and in obtaining that power, will you not have a greater expense than before?

Mr. HOLMES. In installation the expense would be 50 or 75 per cent more for the gas engine than for the steam plant, but not in operating expense.

Mr. SMITH. Fifty per cent or 75 per cent more of expense of installation?

Mr. WALCOTT. That will be a small factor, however, in a period of years.

The CHAIRMAN. Can you or Mr. Holmes give us the relative amount of fuel consumed in this country for domestic purposes, in the homes, and such places of heating, aside from the amount consumed for power?

Mr. HOLMES. It is estimated at about one-third used for domestic purposes.

The CHAIRMAN. And two-thirds for power?

Mr. HOLMES. Yes, sir; power and light.

Mr. SMITH. You say the installation in order to obtain two and one-half times as much power costs 50 per cent to 75 per cent more. What is the length of life of the new installation as compared with the old?

Mr. HOLMES. That would be difficult to say, because the new installation is a new field; and the increased cost of installation is due to the limited number of gas engines and producers at present manufactured. Ten years ago there was hardly a gas engine of any considerable size made in the United States. Five years ago there were no very large gas engines, and within three years, at the time of the St. Louis Exposition, there were but few companies manufacturing 250-horsepower gas engines in the United States.

Mr. SMITH. Can you, from your knowledge of the facts of the heat applied in various forms—your scientific knowledge—tell whether this apparatus will last as long or longer than the old?

Mr. HOLMES. I should judge from our experience of eighteen months that the new gas-engine installation would last at least as long if not one and one-half times longer than the old forms of boilers and engines. Our installation consisted of new boilers, a new steam engine, and a new gas engine. The boilers have had to be reset and a number of repairs have been made, and these expenses of upkeep have, I believe, exceeded those required by the gas plant and engine.

Mr. SMITH. When you say boilers, do you refer to the old-fashioned type of boilers?

Mr. HOLMES. No, sir; the modern water-tube boiler.

Mr. SMITH. I wanted to ascertain the net gain.

Mr. HOLMES. The gas-engine people claim that the increased cost of installation is hardly more than 25 per cent, but I would not accept their estimate of it, as I think it too low, though doubtless this gas-power installation will cheapen as the equipment is improved and more extensively manufactured.

Mr. SMITH. I wanted to know whether the use of gas engines was more trying on the machinery.

Mr. HOLMES. Not at all.

Mr. WALCOTT. I would like at this time to file some statements and estimates in connection with the expenditures and investigations in testing fuels and structural materials.

The CHAIRMAN. Very well.

Following are the statements:

*Estimated expenditures for testing fuels.*

Appropriation asked for .....		<u>\$200,000</u>
Operating expenses:		
Field work .....	\$10,200	
Washery investigations .....	19,840	
Chemical investigations .....	26,060	
Boiler or steam production .....	45,200	
Producer gas investigations .....	41,720	
Briquetting investigations .....	12,700	
Coking investigations .....	12,200	
General and office expenses .....	32,080	
Total .....		<u>200,000</u>
Additional equipment:		
For briquetting .....	\$30,000	
Rent on 1 gas producer, special 500 horsepower (value, \$15,000) .....	3,000	
Rent on 1 new generator (value, \$5,000) .....	2,000	
Removal expenses .....	15,000	
Total .....		<u>50,000</u>
Grand total .....		<u>250,000</u>

FUEL INVESTIGATIONS.

*Estimated expenditures, 1906-7, by subjects.*

Field work:			
Services—			
1 geologist .....	\$2,400		
1 chief inspector .....	1,800		
2 assistant inspectors, at \$1,500 .....	3,000		
		<u>\$7,200</u>	
Travelling expenses .....		3,000	
			<u>\$10,200</u>
Coal washing investigations:			
Services—			
1 expert in charge .....	\$2,400		
2 assistant experts, at \$1,500 .....	3,000		
2 expert laborers, at \$720 .....	1,440		
		<u>6,840</u>	
Travelling expenses .....		2,000	
Additions and changes in equipment .....		7,500	
Storage bins for coal .....		3,500	
			<u>19,840</u>
Chemical investigations:			
Services—			
3 chemists, at \$2,500 .....	\$7,500		
1 assistant chemist .....	1,800		
5 assistant chemists, at \$1,500 .....	7,500		
3 assistant chemists, at \$1,200 .....	3,600		
3 laborers, at \$720 .....	2,160		
		<u>22,560</u>	
Chemicals and apparatus .....		3,500	
			<u>26,060</u>



## Boiler and steam-producing investigations:

## Services—

1 superintendent of tests	\$2, 000
1 chief engineer	3, 000
1 chemist	1, 800
2 observers (at \$1,800)	3, 600
2 observers (at \$1,500)	3, 000
3 observers (at \$1,200)	3, 600
2 computers (at \$1,500)	3, 000
1 expert fireman	1, 200
1 fireman	900
1 assistant fireman	700
	<hr/> \$22, 800

Rent on 1 new (\$5,000) boiler, 500 horsepower	1, 000
Rent on 1 induced mechanical draft (\$3,000)	800
Resetting of existing boilers	2, 500
Rent on 1 new boiler, special construction (value, \$10,000)	2, 000
Setting of same	1, 500
1 special long combustion chamber	4, 000
Mechanical stokers for 2 boilers	2, 000
Special instruments of precision	4, 000
Miscellaneous appliances for weighing and pumping water, measuring temperatures, etc	2, 000
Rent on 2 boilers now in use	1, 000
Traveling or field expenses	1, 600
	<hr/> 22, 400
	<hr/> \$45, 200

## Producer gas investigations:

## Services—

1 superintendent of tests	2, 000
1 chief engineer	3, 000
1 chemist	1, 800
3 assistant engineers (at \$1,800)	5, 400
6 observers (at \$1,200)	7, 200
4 computers (at \$1,200)	4, 800
6 producer operators (at \$720)	4, 320
1 gas-engine man	2, 400
2 assistant gas-engine men (at \$1,200)	2, 400
	<hr/> 33, 320

## Additions and changes in equipment—

Special foundations and supports for heavy machinery	2, 500
Miscellaneous equipment for measuring temperatures for gas analyses, etc	5, 000
Rent on special brake for measuring and regulating power of engines (value, \$4,000)	500
Travelling or field expenses	400
	<hr/>

Total ..... 41, 720

## Briquetting investigations:

## Services—

1 engineer	\$2, 500
1 assistant engineer	1, 800
1 chemist	1, 800
1 general assistant	1, 200
4 laborers (at \$600)	2, 400
	<hr/> \$9, 700

## Additions and changes in equipment—

Rent on 1 briquetting machine	1, 800
Miscellaneous appliances for handling and testing briquettes	1, 200
	<hr/>

Total ..... 12, 700

## Coking investigations:

## Services—

1 expert.....	\$2,500
1 assistant.....	1,200
1 assistant.....	1,200
3 laborers, at \$600.....	1,800
	<u>\$7,300</u>

Traveling or field expenses..... 1,200

Equipment for special temperature measurements..... 1,500

Equipment for studying coke and by-products..... 2,200

Total..... \$12,300

## General and office expenses:

## Services—

1 expert in general charge.....	\$4,700
1 mechanical engineer.....	3,000
1 accountant.....	2,400
1 stenographic assistant.....	1,500
1 stenographic assistant.....	1,200
1 stenographic assistant.....	1,080
1 messenger boy.....	300
1 keeper of records.....	1,800
2 watchmen, at \$720.....	1,440
Timekeeper and custodian of equipment.....	900
1 machinist.....	1,200
1 electrical engineer.....	1,800
1 assistant electrical engineer.....	1,200
1 head carpenter.....	1,000
6 laborers, at \$600.....	3,600
Incidental expenses.....	2,640
	<u>\$29,760</u>

Traveling expenses..... 2,320

Total..... 32,080

Grand total..... 200,000

*Appropriation for structural materials.*

## Expenditures to April 1, 1906:

Salaries.....	\$61,924.00
Equipment.....	3,000.00
Rental of extra equipment.....	150.00
Travel and field expenses.....	1,215.00
Supplies.....	585.00
Freight and haulage.....	611.00

Total..... 12,465.00

Unexpended balance..... 34.00

Amount of appropriation..... 12,500.00

*Summary of expenditures for fuel investigations to April 1, 1906.*

Services.....	\$77,594.00
Labor.....	22,444.00
Field and travel.....	5,610.00
Rent of engines and other equipment (paid to March 1, 1906).....	8,504.00
Freight and hauling.....	681.00
Construction, washing, etc.....	282.00
Briquetting equipment.....	3,000.00
Supplies and materials.....	25,594.00

Total paid out..... 143,689.00

Estimated outstanding obligations..... 15,000.00

Estimated expenses for April, May, and June, 1906..... 36,000.00

Total..... 194,689.00

Appropriation..... 202,000.00

Balance for contingencies..... 7,311.00

*Estimate of expenses for investigation of structural materials.*

<b>Services:</b>		
1 engineer .....	\$3,500	
1 engineer .....	3,000	
2 assistants, at \$1,800 .....	3,600	
2 chemists, at \$1,800 .....	3,600	
2 geologists, at \$1,800 .....	3,600	
1 mineralogist .....	1,800	
4 assistants, at \$1,500 .....	6,000	
12 assistants, at \$1,200 .....	14,400	
10 laborers, at \$600 .....	6,000	
2 draftsmen, at \$1,500 .....	3,000	
2 recording assistants, at \$1,200 .....	2,400	
2 stenographic assistants, at \$1,200 .....	2,400	
		<b>\$53,300</b>
<b>General equipment:</b>		
Testing machines .....	26,500	
Molds and allied equipment .....	1,100	
Measuring and accessory apparatus for temperatures, contraction, etc .....	4,400	
Special equipment for chemical and physical tests .....	5,700	
		<b>37,700</b>
Special building for fire tests .....	800	
Office fixtures .....	700	
Traveling expenses .....	3,000	
Freight, express, and haulage .....	2,500	
Contingent expenses .....	2,000	
<b>Total</b> .....		<b>100,000</b>

**STATEMENT OF MR. J. A. HOLMES.****INVESTIGATION OF FUELS AND STRUCTURAL MATERIALS.**

MR. SULLIVAN. I have two questions to ask which I think are fundamental in their nature. One of them is whether these investigations have now proceeded to the point at which it is a governmental policy to cease them and allow the business interests of the country, those interests which are most affected, to continue the investigations, and, secondly, if we have not arrived at that time, for how long a time should these investigations by the Government extend, and how much money is likely to be appropriated to that end. I want to get your idea on all of those things before we take up the matters in this report in detail, to see how much of a field we are going to enter.

MR. HOLMES. In reply to the first question, I will say that there are two lines of investigation which we have opened up concerning which I think that question may be answered in the affirmative.

MR. SULLIVAN. What lines of investigation?

MR. HOLMES. The lines are with reference to the briquetting of anthracite coal dust and with regard to the testing of certain of the coals as to their relative fuel values. There are certain limited areas where we feel we have made tests enough to determine the relative values of the coals in those particular regions; but there are a number of other coal fields in the Middle States, and some of those in the Eastern States even, together with the coal in the lignite fields of the South and West, which you might say we have barely touched.

MR. SULLIVAN. On those two items which you mention, namely, the briquetting of anthracite coal dust and testing of the relative fuel values of coals, you have spent how long now in investigating those conditions in the districts you have mentioned?

Mr. HOLMES. We have carried that work on, you may say, incidentally, or as a part of the other work, for the past eighteen months.

Mr. SULLIVAN. And you would proceed in the future along in the same way, as merely incidental to doing other work?

Mr. HOLMES. Yes, sir.

Mr. SULLIVAN. What is the proportion of these two fields you have touched—the fields to be investigated—the percentage? I ask that in order to get some idea of the length of time it will take.

Mr. HOLMES. I will explain that it is not possible to estimate it in that way.

Mr. SULLIVAN. If you have some better way of investigation, very well. I am only trying to get at some measure of the time to be employed.

Mr. HOLMES. That will depend upon our success in solving the problems upon the investigation of which it may be deemed wise to enter. Take the question of briquetting anthracite coal dust; that investigation was concluded in a comparatively short time. I presume the total amount done upon that was done within five weeks. We have since said to inquirers that it was now up to private interests to develop such industries as might properly be based upon our results. If we investigate further any special phases of this subject, this would be incidental to other work and because some new general question has been raised.

Mr. SULLIVAN. Next assuming the same rate of progress and the same degree of success in the investigations which are to take place, what do you say as to the length of time that shall be occupied in making these particular investigations you have mentioned?

Mr. HOLMES. The solutions of the problems which I believe it is proper for the Government to investigate in connection with the fuel industries of the country are so many and so difficult that it would not be possible to place a lower estimate than ten years for the work.

Mr. SULLIVAN. That is for the investigation of the relative values of fuel and for the briquetting of anthracite coal dust?

Mr. HOLMES. No; for the briquetting of bituminous and lignite coals and for the solution of the general fuel problems which may be regarded as basic in character, inasmuch as they serve as a basis for the industries of the country, and general in their application in that upon their proper solution depends the efficient production of heat, power, and light for the people in every State.

Mr. SULLIVAN. Do those two particulars cover the entire field of the investigation of fuels?

Mr. HOLMES. Yes, sir. Of course there are limited quantities of gas and petroleum used for power, and incidentally, as that work progresses, it is the purpose of the Survey, if this work is continued and it is thought wise by Congress to go into that branch of work, to test, while we are testing these, the relative fuel values of other substances—for instance, petroleum, peat, waste forest products, such as sawdust, and the by-products obtained from coals, oils, wood, and other substances.

Mr. SULLIVAN. They would run on the plan of the other investigations and would take no longer time, would they?

Mr. HOLMES. No. Of course to say that a certain investigation can be finished within a given date is risky. No one knows how soon

something may be discovered to make a part of that investigation unnecessary, because of the problem having been solved. Every investigator's reputation is at stake in securing the solution of these great industrial problems as quickly as possible.

#### INVESTIGATION OF STRUCTURAL MATERIALS.

(See also pp. 618, 643, 656, 666.)

Mr. SULLIVAN. This proposed investigation covers other items—cement, sand, and clay, and so forth?

Mr. HOLMES. That is under the head of structural material.

Mr. SULLIVAN. Can you give us any measure of time which will be employed in such investigations, measuring what remains to be done by the same yardstick that measures what you have done?

Mr. HOLMES. I believe that the same length of time would be necessary to investigate thoroughly the building-material resources and how they can be utilized most efficiently, but it might be done in less time.

Mr. SULLIVAN. You would complete all of these investigations, or you would hope to, in ten years?

Mr. HOLMES. Yes, sir; bearing in mind the explanation just made under fuel investigations. Many of these problems we hope to solve in less time. Others might, of course, require a longer time.

Mr. SULLIVAN. Now, you ask this year for \$100,000, and \$250,000 for investigating fuel.

Mr. HOLMES. Two hundred thousand dollars for the regular investigation and \$50,000 for extra expenses.

Mr. SULLIVAN. And that, you think, would be a fair average of appropriation for ten years in which to conduct these investigations?

Mr. HOLMES. I think it would be regarded as a sufficient sum. There is no idea, so far as I know, in anyone's mind to ask for a continually increasing appropriation for fuel investigation, as is the custom in the development of some other lines of work.

Mr. SULLIVAN. It is \$350,000 this year?

Mr. HOLMES. Yes, sir.

Mr. SULLIVAN. You can expect in round numbers, then, that some three million dollars would be required for completing these investigations?

Mr. HOLMES. Yes, sir.

Mr. SULLIVAN. You have stated that investigations have been conducted by the Government to a sufficient length to warrant a cessation of them in two, I think you said, coal fields of the country.

Mr. HOLMES. Two of the smaller coal fields and limited portions of two of the larger coal fields.

Mr. SULLIVAN. Now, have your investigations of the values of structural materials been conducted to such a point as to make it good policy for the Government to cease that investigation in any particular place?

Mr. HOLMES. I think not, Mr. Sullivan. The appropriation for the last year was so small that it was exceedingly difficult to accomplish any definite results—that is, along many different lines we have gotten some results which are not only of great value within

themselves, but they have very greatly interested the architects and the engineers of the country. That is one reason why they have so urgently asked that the appropriation be increased, so that the work could be extended to a larger field. By investigations and inquiries we have shown that much of our so-called knowledge on this subject is really misinformation and absolutely misleading, and the only way in which we have escaped from disastrous consequences of this unbusinesslike policy has been in the use of excessive quantities of expensive materials. This is one reason why our public buildings cost so much.

The CHAIRMAN. The first item on page 150 of the bill is "For the continuation and completion on or before July first, nineteen hundred and six, of the investigation of the structural materials of the United States." That is the current law, making an appropriation for this fiscal year. Did you, at that time, or did anyone connected with the Geological Survey at the time this estimate was made and the appropriation made for it by Congress, estimate that the work would be completed by July 1, 1906?

Mr. HOLMES. We estimated, Mr. Chairman, that there was a certain work which could be completed within that time, and that work will be completed within that time.

The CHAIRMAN. You say the estimate at that time was based on the idea that that particular work could be completed?

Mr. HOLMES. Yes, sir.

The CHAIRMAN. State what that particular work was that you were engaged in, and which at that time you thought would be completed by July 1, 1906.

Mr. HOLMES. For two years preceding that date at which this work was done, the Geological Survey had been collecting certain materials for testing purposes—materials which were suitable for the manufacture of cement, and materials suitable for use as crushed stone, with or without sand and gravel to mix with that cement. It was the purpose of the Director, in asking the continuation of that appropriation, to ask that these materials which have been collected or brought together should be tested during the current year as to their character and their behavior with cement in concrete, etc., and that is the work upon which we have been largely engaged in connection with this subject.

The CHAIRMAN. Was that investigation instituted by the Geological Survey at the instance of any Department of the Government that was using material such as you asked an appropriation for in order to make the investigation?

Mr. HOLMES. At that time it was not. It was an investigation of materials which the Geological Survey had selected in connection with its regular field work, in part from Alabama, in response to a resolution, which I think had passed, introduced by Senator Morgan, for the investigation of the materials in that particular State, as to whether they might be suitable for the manufacture of cement. And a number of similar requests had been made during the preceding year from people in the different States to know whether the materials which they found in those States would be suitable for the manufacture of cement.

The CHAIRMAN. Then this investigation, with respect to materials

for building and construction materials, was instituted upon the instance or initiative of States, or the people in the States, and not at the instance of any Department of the Government having occasion to use such building materials?

Mr. HOLMES. Yes, sir.

The CHAIRMAN. Since that time, and during this investigation, in the making of these tests have you been requested by the Supervising Architect of the Treasury Department, or any other Department of the Government, to make tests of building materials to be used in any public building or in any other public work of construction that the Government is carrying on?

Mr. HOLMES. We have had several different requests for information about these building materials, which information we were unable to give, as the facts were not known. And we have been notified by the Supervising Architect of the Treasury that if, during the present session of Congress, provision was made for additional public buildings, it would be of great importance to him, or to his Department, to get the results of the investigations we were now conducting and were planning for the immediate future. Requests for the results of pending investigations have also come from representatives of the Isthmian Canal Commission and the Navy Department.

When this particular work was begun a year ago, Mr. Chairman, I believe there had not been a public building bill for some time. Am I not correct in that?

The CHAIRMAN. I do not think you are. They are building public buildings practically all the time. I do not know whether there has been a new authorization of public buildings within the last two years, but the authorizations made prior to that time included many public buildings the construction of which has begun within the two years.

Mr. HOLMES. What I had in mind particularly was the inauguration of plans for new buildings. Of course for buildings under way the questions as to materials have already been settled. We have had a number of requests which have come in from time to time during the past few years from the Supervising Architect's Office for information about materials used in construction.

The CHAIRMAN. What class of materials?

Mr. HOLMES. Principally building stone.

The CHAIRMAN. The Supervising Architect's Office of the Treasury Department has heretofore conducted tests of building stone or other building material, has it not?

Mr. HOLMES. Not that I know of. So far as I know, the tests which have been made for his purposes in the past several years have been made through the people connected with the Geological Survey or the National Museum.

The CHAIRMAN. Then the Geological Survey, prior to this time, has been making tests of material in connection with the Treasury Department and in connection with the construction of public buildings, has it?

Mr. HOLMES. Making examinations rather than tests. Until two years ago the Geological Survey had no equipment for testing the strength of materials such as the crushing strength of stone or concrete or their behavior under fire, etc.

The CHAIRMAN. I know from personal knowledge that the Treasury Department, through the Supervising Architect's Office, has for a number of years been testing the tensile strength of stone—

Mr. HOLMES. Yes—

The CHAIRMAN. Stone which was offered for use in connection with the construction of public buildings. They must, therefore, have had some appliances—necessary appliances—for making such tests.

Mr. HOLMES. Mr. Chairman, most of the tests which have been made in this country, testing the strength of stone, have been made by using small cubes, 1 or 2 inches square; and I do not know of any architect or engineer to-day who really believes those tests represent the actual crushing strength of stone as used in actual practice. Most of the tests made in the past have given us imperfect or misleading results, for the reason that they were made under abnormal conditions.

The CHAIRMAN. Do you know of any local board of public works or public construction in any of the cities that have appliances for making these tests?

Mr. HOLMES. Not for such elaborate tests, nor tests using such large-sized materials. No other laboratory in the country has undertaken or is equipped for undertaking such investigations as we have inaugurated and are preparing for.

The CHAIRMAN. Are the tests which they make sufficient to meet the requirements of the public in the localities in which these local buildings are being constructed?

Mr. HOLMES. The architects and engineers, Mr. Chairman, say they are not; and I may say, in part response to your remarks, and to make clear what I want to say in explanation, that there has been appointed by the several engineer societies of the country during the past three years a standing committee to bring together the results of all tests which might be found satisfactory in giving correct information, which the architects and the builders in the country really need.

That committee has gone very carefully over the tests which have been made in one way or another in this country during the past twenty years; and they have come to the conclusion, as expressed by themselves, that hardly any of these tests have any value as giving specific information to the architect or the engineer which is of service to him to-day. That statement was reiterated within the past three months by the American Institute of Architects; and both officially and individually the architects have expressed a doubt as to whether any of the information which is tabulated to-day for use is really of any service at all.

The CHAIRMAN. Is it not a fact, Mr. Holmes, that the means of making these tests are well known to engineers, architects, and scientific men—that is, how to make the tests is known to all of you?

Mr. HOLMES. There is a good deal of difference of opinion, Mr. Chairman, about that; and one of the works of this joint committee of engineers and architects that I spoke of has been to devise some uniform methods of tests so as to get uniform results. I am not a member of that committee, but in 1904 I had an opportunity of seeing a good deal of the work they tried to do, and I know that in order to get some possible uniformity of results they distributed materials to



a number of institutions in the country which had equipment of one kind or other for making certain tests, and the results obtained by half a dozen different institutions which had small laboratories for that purpose differed so much that they were unable to get anything out of the results that they were willing to publish for use of engineers and architects to-day.

The CHAIRMAN. Is it not a fact that there are many educational institutions in this country that are equipped for making these tests?

Mr. HOLMES. Not the tests which they say ought to be made. There are a great number of institutions which have a certain amount of equipment for making small tests of a certain kind, and it was to those institutions in the past two years that certain quantities of original materials have been distributed in the hope that certain definite results might be obtained. I happen to know, for example, that a lot of materials, specimens of the same cement and same stone and same steel and sand, were distributed to not less than six different laboratories, located at six different educational institutions in this country; and in the past year we have tried to help the engineers to tabulate the results of their investigations of that material and ascertain whether it had any value for use and information; and the conclusion arrived at even by the engineers connected with those institutions is that the larger part of this data can not be used in the future.

During the past year we tried to establish a basis of comparative work in order to avoid the necessity of asking for any large increase in the appropriation for this work. We wanted to see whether this work could not be arranged for in some other way. We distributed not only the materials, but we actually sent one of our men to the different laboratories, to be there during the time when the tests were being made, and we are now tabulating those results. But the tests were made largely by untrained students and they are only a little more satisfactory than the results of preceding years; and we have been forced to the conclusion, and I think the engineers have, that the way just mentioned is not a feasible way to make the tests that are needed to-day. We are to-day dealing largely with new building materials. The building industries are beset with new problems. Our investigations of the past and present years have indicated the possibility of increased efficiency and decided lessening of cost in all construction work by a more intelligent use of materials available in different parts of the country.

It is not proposed, in connection with this present investigation of the Survey, to simply test this or that stone for its crushing strength when it is a fairly good, solid stone, because most of the stones of the country, like our splendid granites, are strong enough, and everybody knows it; but many otherwise good stones are defective in some particular, weakening on exposure, discoloring on account of foreign mineral matter, etc. In many cases stone for public buildings are carried half across the continent because of a lack of knowledge concerning the quality or quantity of local stone deposits. During the last four years the changes in the character of the materials used in buildings have been so great, and the materials coming into use are so new as building material, that no adequate tests have been made of them as to their strength, or as to what temperatures they will withstand, or

how best they can be protected against fire, or against collapse in case of fire.

The CHAIRMAN. Will you mention what new materials you refer to?

Mr. HOLMES. The principal new material is concrete and reinforced steel concrete.

The CHAIRMAN. Has that investigation gone far enough to demonstrate the practical utility of material of that kind in the construction of buildings of enormous size?

Mr. HOLMES. If I may quote these engineers again, Mr. Chairman, instead of expressing a personal opinion about it, they have said to us in our public meetings, emphatically, that they have no data which they can use. They do not know how much cement to use. They do not know how much cement ought to be put on the steel beams or columns in order to prevent their collapse on account of heat. They do not know the proportions of steel and sand and stone to be used in order to furnish a certain strength; and furthermore it is known that the proportions of these various materials would differ in different localities, where the local materials differ. It is not economy, for instance, to carry crushed granite and crushed limestone from New York State to Iowa or any considerable distance if local materials near at hand are available.

The CHAIRMAN. Is it not a fact that men can be induced to invest in the construction of a very large building, 15 stories high, made out of concrete or reinforced cement, and is not that fact the best practical evidence of the fact that the test has gone to that extent that they no longer have any doubt of the practicability of the use of that kind of material?

Mr. HOLMES. There is no doubt, Mr. Chairman, about the practicability of using that material, but they do not know whether they are using half enough or twice too much.

The CHAIRMAN. Would they not naturally want to know that before they would authorize the construction of a large building that would involve the expenditure of many hundreds of thousands of dollars, or millions perhaps, like the building in Cincinnati, where they have constructed a 15-story building?

Mr. HOLMES. Yes, sir; the Ingalls Building.

The CHAIRMAN. Would it not seem natural that these men must be reasonably well satisfied that that material is cheaper and superior before they would authorize the construction of such a building out of reenforced cement? And if the investigation has gone to that extent, to demonstrate its practicability, is it not probable that the other things you mention will, as a matter of course, be naturally worked out, because it is all more or less a matter of evolution, is it not?

Mr. HOLMES. Yes, sir; but this "working out" by ordinary experience is costly and accompanied by great risks. Take any one of the few reenforced concrete buildings in existence to-day. No one knows what strain they will bear nor how they will behave under fire action.

The CHAIRMAN. For all practical purposes the investigation into the matter of utilization of concrete and reenforced cement has gone far enough to satisfy the public that that material, from the standpoint of economy and utility and practicability, is equal, if not superior, to other materials?

Of course they may not have reached the scientific results as yet as to how much concrete they should build around an iron column to protect the column in case of fire, and that requires, of course, experience in order to determine it; but it is not absolutely essential to a demonstration of the main fact, to determine whether this is more economical or equally good for practical purposes as any other building material. The inquiry I had in mind was whether it was necessary to continue the investigation any further, from the Government's standpoint, or the scientific standpoint, than to demonstrate to the public that certain materials which are not now in use can be used safely and economically.

Mr. HOLMES. If the investigation had gone that far, Mr. Chairman, I should say, yes, it was time to stop that particular line of investigation. But it has not. There are many and important factors of uncertainty in the use of these building materials, involving both economy and safety.

The CHAIRMAN. I stood beside a fifteen-story building in Cincinnati, completed and occupied, and inside of another twelve-story building in course of construction, built out of cement, and I understand they are building these large structures of reenforced concrete all over the United States.

Mr. HOLMES. They differ greatly in the character of the work being done. I know of less than a dozen such buildings in the United States. In all of them there are large factors of uncertainty as to their behavior under fire and other conditions.

The CHAIRMAN. But is that the business of the Government, to educate the public in uniformity of character in work and material?

Mr. HOLMES. Not except to determine the limits of safety and factors of economy and efficiency in the Government's own work. For example, leave the public out of consideration for the moment entirely and take the work of the Government itself. I may say a considerable part of this present agitation is a result of recent conferences with the Supervising Architect of the Treasury Department, the engineers in the Bureau of Yards and Docks in the Navy Department, and others connected with Government work. The Supervising Architect says frankly that, being held responsible for the plans of Government buildings, he does not know under what conditions nor to what extent it is safe to use the reenforced concrete construction or other new forms of construction which, if practicable, would greatly reduce the cost of public buildings. He realizes, as do other architects and engineers, that these factors of safety, efficiency, and economy can only be determined by such investigations as are now proposed or by a long and much more expensive and dangerous experience.

I asked him if it was a safe estimate that these investigations might save 1 per cent of the cost of these buildings for the Government, and he thought that was entirely safe. If we can demonstrate the absolute safety of this new system of construction by these investigations, the saving in the cost of construction will be more than 10 per cent. The Supervising Architect will be glad to come before this committee and testify if invited to do so; but being a public officer he could not come unless he was invited.

The CHAIRMAN. Who was this?

Mr. HOLMES. The Supervising Architect. He mentioned the fact that there are in Minnesota (his own State) practically only two fairly well-known granite quarries. The many others that might be developed have not been investigated.

Many times he said the question was up to him as to whether he should use this or that stone, and that he had no way of solving that problem without appealing to the Geological Survey; and this whole problem of concrete and reenforced concrete was one concerning which he along with other engineers and architects felt very uncertain; and they did not know whether, in the case of a great fire, or under unusual load, etc., it would collapse or not.

The CHAIRMAN. Is there any building material that will withstand a great fire, such as we had over in Baltimore two or three years ago?

Mr. HOLMES. That is one of the things that we are trying to determine.

The CHAIRMAN. Were not some of those buildings in Baltimore that were burned constructed of granite?

Mr. HOLMES. Yes; and the granite peels in the presence of great heat, and the probabilities are that in a building constructed of reenforced concrete, if it has a thin stone face of granite or marble or other stone, even if that were to peel off, if the steel framework in the concrete is sufficiently embedded in concrete the framework of the building would not then collapse, but whether it would not be so damaged as to necessitate its being taken down and replaced is an unsettled question.

Take, for instance, the steel columns of a building to-day, which support not only the walls, but the frame: Nobody knows what the strength of steel is at any temperature except the ordinary atmospheric temperature. Nobody knows what steel will do at a temperature of 500 degrees, or 800 degrees, or 1,000 degrees. Nobody knows what load it will carry at these temperatures; nor what thickness of concrete will protect the steel from collapsing at these and higher temperatures.

That is one of the chief factors that we want to try to determine in this investigation, even if you limit it to Government buildings. This is to determine at what temperatures steel will give way under a certain given weight, and how far it may be protected from that giving away by being embedded in concrete, or terra cotta, or other fireproofing materials.

The CHAIRMAN. Do you know how many large buildings have been constructed with concrete or reenforced cement in the United States in the last two years?

Mr. HOLMES. I do not, sir. I know of about one dozen. There is one large building now being constructed in New York that I am watching with a good deal of interest.

The CHAIRMAN. Did the construction of this building commence before you began this investigation or since?

Mr. HOLMES. That one, since our work began; several others were begun before that; as, for instance, the Cincinnati building.

The CHAIRMAN. Your investigations were begun, then, as the result of the use of reenforced cement in the construction of those large buildings?

Mr. HOLMES. Yes, Mr. Chairman; but in one way we do not claim

to have discovered the use of reenforced concrete; but we thought we saw in this and some other materials great possibilities in the way of cheapening the construction of buildings if these materials can be used safely under different conditions, and on this behalf we have planned these investigations; but prior to that, for several years, the Geological Survey was investigating statements in a general way with regard to the possibility of cement manufactured from stone in the United States, and making general inquiry with regard to cement, and what was done in regard to cement in other countries. A certain amount of educational work in that way has been done by the Survey for a number of years, and, of course, engineers and others, keeping in touch with what went on, made application of the knowledge that had been gained.

The CHAIRMAN. I was going to ask if engineers and architects in this country did not have other means of informing themselves with respect to various building materials used here, outside of the investigations that are going on in the Geological Survey?

Mr. HOLMES. Certainly.

The CHAIRMAN. What means have they?

Mr. HOLMES. Simply the means of finding out what takes place in other countries from the engineering and architectural journals, and, of course, they also keep in touch in that way with what takes place in this country. But data obtained from other countries can not safely be applied in this country, because of differences in the nature of the local materials used.

The CHAIRMAN. In making these tests, have you been working around in different cities in connection with the construction of public buildings in cities?

Mr. HOLMES. None at all. All our testing work is concentrated at St. Louis. But we send men at intervals in connection with their examination of materials out to other places. For example, we examine materials, so far as we can, in the great building centers, and when one of our men goes to Cincinnati to examine building materials that are being used in construction work in that vicinity his orders are to examine buildings in process of construction in that neighborhood generally.

The CHAIRMAN. Are the persons for whom the examinations are made charged with that expense?

Mr. HOLMES. No, sir; these examinations are not made for private individuals, but for the general public.

The CHAIRMAN. That is done at the expense of the Government?

Mr. HOLMES. Yes.

The CHAIRMAN. For instance, you have recently sent a man to Minneapolis in connection with street paving there to investigate materials that are proposed to be used for street paving. Who is paying that man's expenses?

Mr. HOLMES. That paying must be done by the Office of Good Roads Inquiry.

The CHAIRMAN. In the Geological Survey?

Mr. HOLMES. No; the Agricultural Department.

The CHAIRMAN. I understand the Geological Survey had a man up there not long ago.

I was so informed by a Member of Congress from my State, that there was a man from the Geological Survey testing paving materials that were offered for use in connection with the paving of streets there, and I was wondering by what authority the Government was sending out its employees for the purpose of advising citizens as to the best material to be used for purposes of that kind.

Mr. HOLMES. I do not know anything about that at all, Mr. Chairman. I did not know that one of the Survey men had been there at all.

The CHAIRMAN. I do not know; I was so informed by Mr. Stevens, of St. Paul.

Mr. SULLIVAN. What is the nature of the examination made by one of your agents who goes to a city to inspect building materials? Is it anything more than a superficial inspection?

Mr. HOLMES. The man sent to New York, for example, would not examine the materials in New York except incidentally, but would find out the materials most used in that part of the country for building purposes and would determine their characteristics and see whether there is anything else not being used that is superior to them, or whether there is any way in which that material could be improved. But we never do that in response to an application from any individual. I do not know of any case where we have done that in response to the application of a city, even.

Mr. SULLIVAN. Or in response to the application of a society?

Mr. HOLMES. No; I do not know of any of that.

Mr. SULLIVAN. What is it that moves the Department in that regard?

Mr. HOLMES. It is a general request for information as to how building materials can be used most effectively; and in order to answer those inquiries we have not tested simply limestone from one locality, but—

Mr. SULLIVAN. I am simply speaking of examinations made by one of your men in a city. I understand no tests are made by such a gentleman, chemical or otherwise, of those materials, but simply a superficial examination of them.

Mr. HOLMES. Samples of those materials are shipped to the laboratory.

Mr. SULLIVAN. He collects samples and sends them?

Mr. HOLMES. Yes.

Mr. SULLIVAN. I see.

The CHAIRMAN. In any laboratory you could treat this material and make this same investigation, could you not?

Mr. HOLMES. There are certain tests, Mr. Chairman, which can be made, as you say, in almost any laboratory. But I know of no laboratory in the country that is adequately fitted for it.

The CHAIRMAN. Then this is only a question of adequately fitting up a laboratory, and of securing men of sufficient knowledge and intelligence to make the tests; and as the Government is better able to afford the expense of constructing a great laboratory and employing these people, it is a desire that arises from the engineers and architects to saddle this expense on the Government. Is that the fact?

Mr. HOLMES. Yes; bearing in mind the fact that the Government itself is in the greatest need of information of this kind, and they

think this should be done by the Government because it needs it itself, and then let them have the benefit, too.

Mr. SULLIVAN. On the principal that a hungry man should buy ten turkeys, and eat a portion of one of them and distribute the other nine to the community? That seems to be the principle it works out on.

Mr. HOLMES. If I may try to answer that, Mr. Chairman—

Mr. SULLIVAN. Is not that exactly so? 'The Government erects such buildings. You say there is a necessity, in order to ascertain the value of the materials that enter into those buildings, that we make tests of the materials that enter into the buildings of all the country. That is so, is it not?

Mr. HOLMES. If I may try to make that point plain, Mr. Sullivan—it is a little difficult, because of the relation between this work and the general work—the Geological Survey has for its work, of course, the examination of the mineral resources of the country, including building materials and things of that sort.

Mr. SULLIVAN. Now you are not going to explain, but to confound two things, in my judgment. I agree with you that it is the function of the Department to ascertain the extent and character of the mineral resources of the country. That is conceded. But so far as determining the value of structural materials is concerned, the Government's function should be restricted in its exercise to those solely which enter into its public buildings, and there would be no need of going further. That would not require, it seems to me, any very long time for an examination or any very great outlay.

As I read your report, for instance, to develop my idea further, if some citizen in a remote section of the country thinks he has discovered a material which will be valuable in the construction of buildings, he invites the attention of the Department to that material. The Department, as I understand, does not go haphazard about the work, but goes first to that part of the country, to ascertain if there are deposits there of that material sufficiently large to make the examination of practical value if it should be ascertained that the material is particularly useful commercially. Having determined that there is a sufficiently large deposit of the thing to make it of value commercially, you then ascertain whether or not it is particularly valuable as structural material. That is so, is it not? Is not that the method of procedure?

Mr. HOLMES. That is so, if we proceeded that way.

Mr. SULLIVAN. Is not that the way you proceed?

Mr. HOLMES. No.

Mr. SULLIVAN. Tell us how you do proceed.

Mr. HOLMES. We have not responded to any application of that sort whatever. We have tried to limit these investigations, not necessarily to particular materials which would enter into that or any other particular public building, but to the solution of questions which would be of service in the construction of this or that public building; and the investigation of local materials has been entirely incidental to the investigation of the general problem, which would be just as valuable to the public here at Washington as it would be in St. Louis or anywhere else.

Mr. SULLIVAN. Your answer is too comprehensive for the precise inquiry I was making. I direct your attention to page 11 of this

document, Document No. 691, which contains the statement of the Director of the Survey. He states:

The investigations now pending include the following:

(1) The examination as to nature and extent of the deposits of material suitable for building and construction purposes, which are largely used at or near the important building centers of the country.

(2) The testing at the laboratories at St. Louis of the building materials collected by the Survey experts in different parts of the country and shipped to St. Louis for this purpose.

Now, you do make investigations of the nature and extent of deposits of building materials, do you not?

Mr. HOLMES. Yes.

Mr. SULLIVAN. What moves you to make such investigations? You say it is not as a result of an application by an individual. Tell me how it does come about. What is it that sets the machinery of the Department in motion?

Mr. HOLMES. One of the questions we wanted to solve in connection with these investigations was whether a strong, firm concrete, for example, could be made by using different grades of material; for example, one by using crushed limestone, as compared with crushed granite—which would make the strongest concrete.

In different parts of the Mississippi Valley, for example, as near Cincinnati and other places, there are typical limestones covering a wide area. We have gone to the center where that limestone was being most largely used, not testing the limestone arbitrarily, but where it was most largely used, and we have tested that material. It is true it was a local material, but it has got to be local somewhere. We shipped that material to St. Louis for the purpose of testing it as to the way in which crushed limestone could be used in the making of reinforced concrete; and so we have gone into different cities and centers, not with a view to settling the problem for those cities, or individuals in those cities, but to settle the whole problem, which would be of service throughout the country wherever a material similar to that might occur.

Mr. SULLIVAN. I see now. Coming back to the suggestion of the chairman, is there any reason why the parties most interested in these experiments, namely, the architects and builders in the country, should not be required to send their materials at their own expense to St. Louis or some other testing station in order that the tests might be made by Government officials?

Mr. HOLMES. Yes.

Mr. SULLIVAN. Why should not that be?

Mr. HOLMES. If I may express, in response to that, a personal opinion, my opinion would be this: That in the establishment of a Government laboratory for general testing purposes the work should be done under people in whom everybody in the country had confidence, and for that work the person sending the material should pay the cost of testing it. That is, in my judgment, what ought to be done.

The CHAIRMAN. That is not what you recommend, though.

Mr. HOLMES. What we are driving at now, Mr. Chairman, is, first of all, the settling of general principles in connection with building materials. I do not think the interests of a single individual in the United States ought to be considered in connection with it. I do not



believe, in connection with this investigation, that the interests of a single citizen or State or community or individual should be considered for one moment. But there are certain investigations which all these people say ought to be made, and which they demonstrate are greatly needed, and which are of just as much interest to Birmingham, Ala., or New York, or Chattanooga, or Louisville, or Washington as they are to any other city.

If one of those cities were required to make those investigations they would be getting information that would be of just as much value to the others as it would be to themselves. If the State of New York conducted those investigations they would be just as valuable to the State of Ohio as to the State of New York; and it is the investigation of things of that kind, of problems that underlie the modern building industry of the country, that we are anxious to see conducted under the Geological Survey for the next few years.

In connection with such an investigation at this laboratory, after having gotten these facilities and men together, and thoroughly training the men so that everybody has confidence in them, if the city of New York, or John Smith, in the city of Birmingham, Ala., wanted to make experiments there, Mr. John Smith or the city of New York ought to pay the expenses. That is the policy which has worked admirably in Germany and other countries.

Mr. SULLIVAN. That is not the policy which is recommended here for adoption by this committee, but we have here, rather, a policy which will cost us upward of \$3,000,000.

In view of what you have just stated, would you not recommend to the committee another plan, namely, that of developing to a slight extent the principles you have already investigated, and then abandoning experimental work pro bono publico, and do just such work as those interests in different portions of the country feel it important to do by sending on their checks for the performance of the work?

Mr. HOLMES. You mean the combination of those two plans?

Mr. SULLIVAN. Yes; to allow the Government to conduct its own experiments to a limited extent, for whatever Congress, for example, might think wise from time to time, but to leave established one testing station, or as many more as might be necessary, for the purpose of making tests for business firms and individuals throughout the country at their own expense, and restricting, of course, even those tests to new materials and new processes and new combinations. In other words, not commit the Government to the course of duplicating tests.

The CHAIRMAN. Or indulging in expensive experiments. What new materials has your department developed in its investigations so far that were not known before this investigation commenced?

Mr. HOLMES. We have already added, I may say, Mr. Chairman, a considerable amount of knowledge concerning the character and strength of concrete made out of certain classes of material.

But, to answer that question a little more specifically and, if I can, make the thing a little clearer: A number of these tests require a year before you can get the results. Take, for example, the question of testing concrete beams. The reason that can not be done in the ordinary laboratories of the country is that if you develop the beam 20 feet in length and the full size to be used in the structure it requires a machine of a certain character to make that test, and you

The CHAIRMAN. I know from personal knowledge that the Treasury Department, through the Supervising Architect's Office, has for a number of years been testing the tensile strength of stone—

Mr. HOLMES. Yes—

The CHAIRMAN. Stone which was offered for use in connection with the construction of public buildings. They must, therefore, have had some appliances—necessary appliances—for making such tests.

Mr. HOLMES. Mr. Chairman, most of the tests which have been made in this country, testing the strength of stone, have been made by using small cubes, 1 or 2 inches square; and I do not know of any architect or engineer to-day who really believes those tests represent the actual crushing strength of stone as used in actual practice. Most of the tests made in the past have given us imperfect or misleading results, for the reason that they were made under abnormal conditions.

The CHAIRMAN. Do you know of any local board of public works or public construction in any of the cities that have appliances for making these tests?

Mr. HOLMES. Not for such elaborate tests, nor tests using such large-sized materials. No other laboratory in the country has undertaken or is equipped for undertaking such investigations as we have inaugurated and are preparing for.

The CHAIRMAN. Are the tests which they make sufficient to meet the requirements of the public in the localities in which these local buildings are being constructed?

Mr. HOLMES. The architects and engineers, Mr. Chairman, say they are not; and I may say, in part response to your remarks, and to make clear what I want to say in explanation, that there has been appointed by the several engineer societies of the country during the past three years a standing committee to bring together the results of all tests which might be found satisfactory in giving correct information, which the architects and the builders in the country really need.

That committee has gone very carefully over the tests which have been made in one way or another in this country during the past twenty years; and they have come to the conclusion, as expressed by themselves, that hardly any of these tests have any value as giving specific information to the architect or the engineer which is of service to him to-day. That statement was reiterated within the past three months by the American Institute of Architects; and both officially and individually the architects have expressed a doubt as to whether any of the information which is tabulated to-day for use is really of any service at all.

The CHAIRMAN. Is it not a fact, Mr. Holmes, that the means of making these tests are well known to engineers, architects, and scientific men—that is, how to make the tests is known to all of you?

Mr. HOLMES. There is a good deal of difference of opinion, Mr. Chairman, about that; and one of the works of this joint committee of engineers and architects that I spoke of has been to devise some uniform methods of tests so as to get uniform results. I am not a member of that committee, but in 1904 I had an opportunity of seeing a good deal of the work they tried to do, and I know that in order to get some possible uniformity of results they distributed materials to

a number of institutions in the country which had equipment of one kind or other for making certain tests, and the results obtained by half a dozen different institutions which had small laboratories for that purpose differed so much that they were unable to get anything out of the results that they were willing to publish for use of engineers and architects to-day.

The CHAIRMAN. Is it not a fact that there are many educational institutions in this country that are equipped for making these tests?

Mr. HOLMES. Not the tests which they say ought to be made. There are a great number of institutions which have a certain amount of equipment for making small tests of a certain kind, and it was to those institutions in the past two years that certain quantities of original materials have been distributed in the hope that certain definite results might be obtained. I happen to know, for example, that a lot of materials, specimens of the same cement and same stone and same steel and sand, were distributed to not less than six different laboratories, located at six different educational institutions in this country; and in the past year we have tried to help the engineers to tabulate the results of their investigations of that material and ascertain whether it had any value for use and information; and the conclusion arrived at even by the engineers connected with those institutions is that the larger part of this data can not be used in the future.

During the past year we tried to establish a basis of comparative work in order to avoid the necessity of asking for any large increase in the appropriation for this work. We wanted to see whether this work could not be arranged for in some other way. We distributed not only the materials, but we actually sent one of our men to the different laboratories, to be there during the time when the tests were being made, and we are now tabulating those results. But the tests were made largely by untrained students and they are only a little more satisfactory than the results of preceding years; and we have been forced to the conclusion, and I think the engineers have, that the way just mentioned is not a feasible way to make the tests that are needed to-day. We are to-day dealing largely with new building materials. The building industries are beset with new problems. Our investigations of the past and present years have indicated the possibility of increased efficiency and decided lessening of cost in all construction work by a more intelligent use of materials available in different parts of the country.

It is not proposed, in connection with this present investigation of the Survey, to simply test this or that stone for its crushing strength when it is a fairly good, solid stone, because most of the stones of the country, like our splendid granites, are strong enough, and everybody knows it; but many otherwise good stones are defective in some particular, weakening on exposure, discoloring on account of foreign mineral matter, etc. In many cases stone for public buildings are carried half across the continent because of a lack of knowledge concerning the quality or quantity of local stone deposits. During the last four years the changes in the character of the materials used in buildings have been so great, and the materials coming into use are so new as building material, that no adequate tests have been made of them as to their strength, or as to what temperatures they will withstand, or

how best they can be protected against fire, or against collapse in case of fire.

The CHAIRMAN. Will you mention what new materials you refer to?

Mr. HOLMES. The principal new material is concrete and reinforced steel concrete.

The CHAIRMAN. Has that investigation gone far enough to demonstrate the practical utility of material of that kind in the construction of buildings of enormous size?

Mr. HOLMES. If I may quote these engineers again, Mr. Chairman, instead of expressing a personal opinion about it, they have said to us in our public meetings, emphatically, that they have no data which they can use. They do not know how much cement to use. They do not know how much cement ought to be put on the steel beams or columns in order to prevent their collapse on account of heat. They do not know the proportions of steel and sand and stone to be used in order to furnish a certain strength; and furthermore it is known that the proportions of these various materials would differ in different localities, where the local materials differ. It is not economy, for instance, to carry crushed granite and crushed limestone from New York State to Iowa or any considerable distance if local materials near at hand are available.

The CHAIRMAN. Is it not a fact that men can be induced to invest in the construction of a very large building, 15 stories high, made out of concrete or reinforced cement, and is not that fact the best practical evidence of the fact that the test has gone to that extent that they no longer have any doubt of the practicability of the use of that kind of material?

Mr. HOLMES. There is no doubt, Mr. Chairman, about the practicability of using that material, but they do not know whether they are using half enough or twice too much.

The CHAIRMAN. Would they not naturally want to know that before they would authorize the construction of a large building that would involve the expenditure of many hundreds of thousands of dollars, or millions perhaps, like the building in Cincinnati, where they have constructed a 15-story building?

Mr. HOLMES. Yes, sir; the Ingalls Building.

The CHAIRMAN. Would it not seem natural that these men must be reasonably well satisfied that that material is cheaper and superior before they would authorize the construction of such a building out of reenforced cement? And if the investigation has gone to that extent, to demonstrate its practicability, is it not probable that the other things you mention will, as a matter of course, be naturally worked out, because it is all more or less a matter of evolution. is it not?

Mr. HOLMES. Yes, sir; but this "working out" by ordinary experience is costly and accompanied by great risks. Take any one of the few reenforced concrete buildings in existence to-day. No one knows what strain they will bear nor how they will behave under fire action.

The CHAIRMAN. For all practical purposes the investigation into the matter of utilization of concrete and reenforced cement has gone far enough to satisfy the public that that material, from the standpoint of economy and utility and practicability, is equal, if not superior, to other materials?

Of course they may not have reached the scientific results as yet as to how much concrete they should build around an iron column to protect the column in case of fire, and that requires, of course, experience in order to determine it; but it is not absolutely essential to a demonstration of the main fact, to determine whether this is more economical or equally good for practical purposes as any other building material. The inquiry I had in mind was whether it was necessary to continue the investigation any further, from the Government's standpoint, or the scientific standpoint, than to demonstrate to the public that certain materials which are not now in use can be used safely and economically.

Mr. HOLMES. If the investigation had gone that far, Mr. Chairman, I should say, yes, it was time to stop that particular line of investigation. But it has not. There are many and important factors of uncertainty in the use of these building materials, involving both economy and safety.

The CHAIRMAN. I stood beside a fifteen-story building in Cincinnati, completed and occupied, and inside of another twelve-story building in course of construction, built out of cement, and I understand they are building these large structures of reenforced concrete all over the United States.

Mr. HOLMES. They differ greatly in the character of the work being done. I know of less than a dozen such buildings in the United States. In all of them there are large factors of uncertainty as to their behavior under fire and other conditions.

The CHAIRMAN. But is that the business of the Government, to educate the public in uniformity of character in work and material?

Mr. HOLMES. Not except to determine the limits of safety and factors of economy and efficiency in the Government's own work. For example, leave the public out of consideration for the moment entirely and take the work of the Government itself. I may say a considerable part of this present agitation is a result of recent conferences with the Supervising Architect of the Treasury Department, the engineers in the Bureau of Yards and Docks in the Navy Department, and others connected with Government work. The Supervising Architect says frankly that, being held responsible for the plans of Government buildings, he does not know under what conditions nor to what extent it is safe to use the reenforced concrete construction or other new forms of construction which, if practicable, would greatly reduce the cost of public buildings. He realizes, as do other architects and engineers, that these factors of safety, efficiency, and economy can only be determined by such investigations as are now proposed or by a long and much more expensive and dangerous experience.

I asked him if it was a safe estimate that these investigations might save 1 per cent of the cost of these buildings for the Government, and he thought that was entirely safe. If we can demonstrate the absolute safety of this new system of construction by these investigations, the saving in the cost of construction will be more than 10 per cent. The Supervising Architect will be glad to come before this committee and testify if invited to do so; but being a public officer he could not come unless he was invited.

The CHAIRMAN. Who was this?

Mr. HOLMES. The information, as we were able to get it, has been published just as promptly as we could get it out. It has been published not only in connection with the Survey publications, but in newspaper bulletins and in technical journals.

Mr. SULLIVAN. So that probably some of it has been availed of in the construction of these later buildings?

Mr. HOLMES. Yes.

Mr. SULLIVAN. I understand that in some of these buildings the construction was begun before you began your experiments.

Mr. HOLMES. Yes; a limited amount of work of this kind was done in other countries several years ago.

The CHAIRMAN. We have been using concrete in the construction of buildings for the last twenty-five years, have we not?

Mr. HOLMES. Yes; but not reenforced concrete.

Mr. SULLIVAN. Can you tell me why it will be necessary to spend more time in these tests?

Mr. HOLMES. They should not be continued longer than is necessary to get definite results. We may get the results in two years, or five years, which will be perfectly satisfactory to the public and the demands of the Government; and then I think the work ought to be curtailed or stopped.

Mr. SULLIVAN. Then you think you will have arrived at results wherein it will be commercially profitable for men to follow what you have suggested, and from that time you will devote your attention to the perfection of scientific theories?

Mr. HOLMES. Yes; to matters growing out of this, which need investigation.

The CHAIRMAN. That is most likely to happen, is it not, so that the investigation would continue indefinitely?

Mr. HOLMES. I do not wonder that you gentlemen should think so. From the way Government bureaus have been developed in Washington during the last twenty years.

Mr. SULLIVAN. Have you any reference to any particular one, Doctor?

Mr. HOLMES. No, sir; the general development. Yet, when you come to think of it, take the mining industry and the agricultural industry; the Government expenditures in every State and Territory for agricultural experiment stations and agricultural colleges, to train people in that work, aggregate between two and one-half and three million dollars per year. This is in addition to the several million expended annually through the Department of Agriculture for investigations, and all this is rendering enormous benefits.

Mr. SMITH. What do you mean by institutions to train people?

Mr. HOLMES. I mean agricultural colleges.

Mr. SMITH. The States maintain those themselves.

Mr. HOLMES. Twenty-five thousand dollars a year is given by the Government to each State and Territory for that purpose; besides the income from the land-script fund.

Mr. SMITH. That has nothing to do with the supporting of colleges in the Western States that are carrying millions.

Mr. HOLMES. The experiment stations and the agricultural colleges in the States receive a limited amount of help from the Government, as just stated, which is a good thing. But the investigations now under consideration will result in equally great benefits to the mineral

and manufacturing and building industries as these other investigations have brought to agriculture.

Mr. SULLIVAN. Much of the value of your work is in warning the public against the use of certain materials which they might otherwise use?

Mr. HOLMES. It certainly is; and also to prevent the great waste in our resources. We have been called upon for advice as much in the negative line as in the positive line. It is certainly the purpose, in connection with this investigation, to devote the work as largely as may be done to settling the specific problems developed in the construction of Government buildings.

Mr. SULLIVAN. Have you any opinion to express, based upon your scientific knowledge and the experiments with which you are familiar, as to whether in time cement or concrete, and particularly reinforced concrete, will in any large measure supplant the use of iron and steel in the construction of the framework of buildings?

Mr. HOLMES. I think it will very largely do that. I believe they will also render less lumber necessary in our building operations, and we know how costly lumber is becoming. One of the things we are determining now is the extent to which steel may be limited or reduced in amount when employed with the concrete mixture, and still the latter have sufficient strength to support the framework and floors of a large building.

Mr. SULLIVAN. And increase the protection against fire as well as reduce the cost?

Mr. HOLMES. Yes. No doubt some of you gentlemen have seen some of the large steel-frame buildings after a big fire, during which they had been sufficiently softened and lost their strength at the higher temperatures, so that the frame collapsed and carried the whole structure down with it?

Mr. SULLIVAN. Yes.

Mr. SMITH. What branch of the public service conducts investigations of the tensile strength of metals?

Mr. HOLMES. The only tests made in that line, outside the Geological Survey, are those made by the Ordnance Bureau for gun building and for the Army. Those are made at Watertown and at the laboratories of the steel companies.

Mr. SMITH. Does your bureau investigate the tensile strength of metals?

Mr. HOLMES. Only so far as metals are used in connection with building and construction purposes.

Mr. SMITH. A large volume is issued by the Government from some bureau or other on the tensile strength of metals.

Mr. HOLMES. I think that is from the Watertown Arsenal.

Mr. SMITH. I wanted to make some little inquiry about the statement on which you got your appropriation a year ago for this coal and lignite.

The CHAIRMAN. Before you pass that, I want to ask him one question. You estimate for \$100,000 to be expended in the next fiscal year in the making of these tests of structural materials. How do you intend to expend that \$100,000?

Mr. HOLMES. If you will let me have the papers given you this morning I can read you the item. There is a detailed statement of

the estimate, Mr. Chairman, and the salaries and equipment [submitting same].

The CHAIRMAN. It is your purpose to employ two engineers? What kind of engineers are they?

Mr. HOLMES. Engineers trained in testing work—testing engineers.

The CHAIRMAN. One at \$3,500 and one at \$3,000; two assistant engineers, at \$1,800; two chemists, at \$1,800; two geologists, at \$1,800. Is it not your purpose to send geologists out over the country in search of deposits of building materials?

Mr. HOLMES. No, sir; not in search of deposits, but to examine the nature and extent of deposits from which the material is obtained for making these investigations.

The CHAIRMAN. The nature and extent of deposits from which the material is taken?

Mr. HOLMES. Yes.

The CHAIRMAN. Then if you received a sample of material to be tested you would send your geologist to the place from which that sample was shipped for the purpose of examining the conditions and the extent of the deposits?

Mr. HOLMES. Yes; they would themselves collect the materials to be used in these investigations.

The CHAIRMAN. Why should it be necessary to carry the investigation to that extent? If you are limited merely to making the test of the material that is sent to you, why should not the people interested, if that test proves satisfactory, determine for themselves or by their own employees or through their own geologists the extent of their holdings or deposits?

Mr. HOLMES. Let me make clear, Mr. Chairman, just what that means. For example, suppose you wanted to put up a large Government building and we wanted to test the materials, not only for the outer and exposed surface, but the materials suitable for the concrete and for the framework. It would not do to take the sample sent by a prospective contractor. You could not be sure that that would represent anything. Indeed, only such samples should be tested as are known to represent extensive deposits of materials of the same quality.

The CHAIRMAN. That would be true as a matter of construction of a Government building, but in the Geological Survey, if you have a geologist you could use for that purpose, could you not send him instead?

Mr. HOLMES. We could, if that was all; but in connection with settling these general problems as to the strength of concrete, and so on, we want to test not simply one material, but others also. If we used only one kind of crushed stone and sand it might be simple, but there is a large variety of these materials to be considered. If we take type materials, such as granites or limestones, etc., in making our test, and if we can know what areas those samples represent, this adds that much to the public value of the tests which we make. When a public building is to be erected it will be good business policy to determine the nature and extent of all materials in that vicinity suitable for building operations.

The CHAIRMAN. I notice you have here 17 mineralogists. You



propose to employ 17 mineralogists in connection with this work—1 at \$1,800; 4 assistants, at \$1,500, and 12 assistants, at \$1,200.

Mr. HOLMES. They are not mineralogists, Mr. Chairman. There is only one mineralogist and a number of general assistants in testing. There are 4 special laboratory assistants and 12 general assistants and 4 laborers and 2 draftsmen. That refers to the general force, not to assistant mineralogists.

The CHAIRMAN. From your statement, it would seem to me that they are assistant mineralogists.

Mr. HOLMES. That is not the case. That appears from the way it is copied, merely. It should be simply "One mineralogist," who is simply a testing assistant who must be familiar with the mineral constituents in the rocks, sands, etc.

The CHAIRMAN. I observe from your plan that it is far more elaborate and extensive than the mere construction and maintenance of a plant for testing material for the use of the Government, and also for the accommodation of the public, is it not?

Mr. HOLMES. I think not, Mr. Chairman. It is not intended to be. To what particular point do you refer?

The CHAIRMAN. Notwithstanding your explanation, I still fail to see the necessity of employing one mineralogist and one geologist. Those men are such men as are employed in the Geological Survey, that could be utilized in this special work when you have necessity for their use in connection with the examination of material which the Government of the United States might have occasion to use in the construction of its buildings. Those instances would be comparatively rare, and it seems to me you could draw on the geologists more and more in the Geological Survey for temporary service without employing permanent men whom you would have occasion to utilize only at very rare intervals.

Mr. HOLMES. It is expected, Mr. Chairman, that one, at least, of these geologists will spend a considerable part of his time in this investigation which is provided for. If this man were to be a mature geologist it would be necessary to give a much higher salary. But it is intended that he aid in the listing work in the laboratory, and when not so engaged that he examine and collect the materials in the field for subsequent investigations.

The CHAIRMAN. It looks as though you were planning to have the Government do a great deal of work that ought to be done by the individual who has particular interest and benefit in doing the work.

Mr. HOLMES. I see your point, and I do not wonder at its being understood in that way, although it is not at all intended that way. It is intended that this work shall be pushed as rapidly as possible, because I think it ought to be pushed. If the Government needs the work at all in connection with its public buildings, it ought to have the results as quickly as they can be obtained, so that instead of taking a long time with a comparatively few men, I would deem it much more advisable to employ a considerable number of men for a shorter time.

The CHAIRMAN. Are you not magnifying the Government interest so far as it relates to the public buildings? Most of the buildings authorized by Congress, and those that will be authorized, perhaps, at this Congress, are small buildings. The materials used in their

construction are so well known that the Supervising Architect would not require any special test to be made. It is only in the larger cities where very large buildings are being constructed by the Government that it would be necessary, if necessary at all, to have such tests made of materials. Very few of those large buildings are authorized by any one Congress.

Mr. HOLMES. It is important in small buildings also, and other Government construction work, which aggregates many million dollars every year.

The CHAIRMAN. Take the public building in my own town, built of limestone, gotten right out of the bluffs in the Mississippi River. I doubt if there is a better building stone anywhere in the United States. The small post-office buildings throughout the country are constructed in places where the local building materials have been tested by experience and use for many, many years; and then there are other localities where there are deposits of building materials with which the Supervising Architect is thoroughly familiar, and those would not require any test at all.

It would appear that this project is planned on the theory of satisfying the demands of the engineers and architects throughout the United States; to furnish them information that will guide them or their clients as to what they should use in the construction of their buildings, whereas that would be of no interest to the Government. That is the way it looks to me.

Mr. HOLMES. Take the isthmian canal. It is expected that one of these geologists, or geological assistants, for example, will spend a large part of the next twelve months in examining the materials that will be needed in connection with the construction work of that canal. It is the plan that those materials will be collected and shipped back to this plant and tested. On this canal the Government will expend probably \$35,000,000 in construction work—locks and dams—and we want to help solve the problem of using the most efficient local materials there for the Government work.

Mr. SULLIVAN. These tests would be made here?

Mr. HOLMES. Yes, sir. Of course any unimportant tests that could be made there would be made there locally. This whole work is planned primarily for taking care of the Government business itself, and doing the public work in so far as the information so gained will be of general use to the public.

During the next ten years the expenditures of the Government for building and construction work will exceed \$100,000,000. During this same period the amount expended by the people of the country will approximate \$10,000,000,000. The purpose of these investigations will be to indicate how the structural materials of the country can be used most efficiently and economically.

#### TESTING FUELS (AGAIN).

Mr. SMITH. You started these coal investigations—and I will call them coal investigations—on two appropriations of \$30,000 each, made two years ago?

Mr. HOLMES. Yes, sir.

Mr. SMITH. And these appropriations were secured from Congress, as you are aware, by the representation that the material to be tested was to be furnished free to the Government?

Mr. HOLMES. Yes, sir.

Mr. SMITH. And that the buildings, substantially, were to be furnished free to the Government, in which to make the tests, so that all that the Government should furnish was the scientific test itself?

Mr. HOLMES. Not the building, but the equipment.

Mr. SMITH. And the building, also?

Mr. HOLMES. No, sir.

Mr. SMITH. I thought it was. At any rate, the total appropriation covering this proposition at the World's Fair, made two years ago, was \$60,000, in two appropriations of \$30,000 each?

Mr. HOLMES. Yes, sir.

Mr. SMITH. Then you came in at the last Congress with an estimate of \$202,000. At that time you reported you were having the use of machinery worth from one hundred to one hundred and twenty-five thousand dollars free of charge, except for the wear and tear, and with the \$202,000 you asked for you wanted to spend only \$28,000 for extending and remodeling the plant, of which \$2,500 was for chemical laboratory, \$2,500 was for boiler rooms, \$5,000 was for storage bins, conveyers, and so forth, for storing carload samples of coal, \$4,500 was for gas-producer plant, \$12,000 for briquetting plant, including purchase of additional equipment and remodeling plant for lignite tests, and \$1,500 for other incidental charges—a total of \$28,000. Has the Government acquired any property whatever at the present plant except these items?

Mr. HOLMES. Only certain incidental or smaller equipment, which we had to buy in order to operate the equipment which is there.

Mr. SMITH. So that the Government has practically no plant except this \$28,000 worth of items here?

Mr. HOLMES. I think that would about cover the plant the Government has.

Mr. SMITH. In your present estimate you ask for \$250,000 for the investigation of coal, lignite, and so forth, of which you ask \$50,000 for the removal of the plant. What have you got to move?

Mr. HOLMES. We have two large 210-horsepower boilers, which we are using and for which we are paying rent. We have two large gas producers and one gas engine of 250 horsepower on which we are also paying a rental to cover their depreciation in value.

Mr. SMITH. Do you own them?

Mr. HOLMES. No, sir; except one briquette plant, coal-washing equipment, and some smaller equipment. Other equipment we rent or use without cost, such as the Corliss steam engine, two steam boilers, a gas engine, together with one briquetting machine, two generators, of approximately 200 horsepower each, and half a dozen motors of smaller size.

Mr. SMITH. Substantially all the important machinery you have in use was rented?

Mr. HOLMES. Yes; rented or loaned, except what was covered in that \$28,000.

Mr. SMITH. Now, how do you expect to do anything with \$50,000 for the removal of equipment if you have been using a plant worth from one hundred to one hundred and twenty-five thousand dollars, to which you added \$28,000 of plant?

Mr. HOLMES. We expect to continue to use the material which we are using now.

Mr. SMITH. To rent it?

Mr. HOLMES. Yes.

Mr. SMITH. What rent are you paying?

Mr. HOLMES. I have a statement of what is being paid, sir, for rent. (See p. —.)

Mr. SMITH. Were you responsible for the preparation, Mr. Holmes, of the report or estimate on which this request for an appropriation of \$202,000 was based for the investigation of coals, lignites, and so forth?

Mr. HOLMES. I helped to prepare it, so that I am as much responsible as anyone.

Mr. SMITH. You state in there at one place that the equipment, having the value of more than \$100,000, is to be removed, and then you state its value to be \$125,000, and the estimate of wear and tear you put at \$10,000. Did you participate in the making of these figures?

Mr. HOLMES. Yes, sir.

Mr. SMITH. Your figures, as a matter of fact, on the rent are about \$8,000. Is that correct?

Mr. HOLMES. Yes, sir. I recall no other rentals we pay except those.

Mr. SMITH. Do you pay wear and tear besides the rental?

Mr. HOLMES. We are supposed to keep this equipment in good repair. The wear and tear in much of the equipment is inappreciable. We have kept the equipment in repair from time to time, of course, while using it. The rent paid on the equipment as per the attached list is expected to cover the depreciation in value. When the amount of the rent paid equals the prices named the equipment becomes the property of the Government.

Mr. SMITH. What do you mean by the statement a year ago that—

The equipment loaned to the Government for these tests and now being used includes 3 boilers, 2 steam engines, a gas-producer plant and gas engine, coke ovens, coal washing and drying plants, 7 electric generators, and various subsidiary equipment, having an aggregate value of more than \$100,000. This equipment is described in the appended statement. The larger part of it can be continued in the service of the Government for making these tests during the next year on payment of the actual wear and tear of the machinery.

Did you not mean that Congress should understand that you are not paying any rent at all except the wear and tear?

Mr. HOLMES. All the rent we pay is calculated as depreciation in value of the equipment; but on a large part of this equipment we pay no rent whatever—such as the large Corliss engine, 250-horsepower generator, the drier plant and subsidiary equipment, the large meters for measuring the gases, the coal crushers, the conveying equipment.

Mr. SMITH. You are paying straight rent, just as anybody else would pay, are you not?

Mr. HOLMES. No, sir. It is called rent, but it is estimated on the basis of wear and tear, or depreciation in value, and if the equipment on which this "rent" is paid is retained until the aggregate of charges equal the fixed value, these articles of equipment become the property of the Government. But, as stated above, on many articles of equipment we pay no charges whatever except repairs.

Mr. SMITH. Who was thus generous in letting the Government have anything for the wear and tear without rent?

Mr. HOLMES. The Westinghouse Machine Company, of Pittsburg; the Westinghouse Electric and Manufacturing Company, of Pittsburg; R. D. Wood & Co., of Philadelphia; John Ramming, of St. Louis; Heine Safety Boiler Company, of St. Louis, have charged a rental sufficient to cover wear and tear or depreciation in value. In addition to this the Bullock Electric Manufacturing Company, of Cincinnati; the Allis-Chalmers Company, of New York and Chicago; the Frost Engine Company, of Galesburg, Ill.; the C. T. Bartlett & Snow Company, of Cleveland, and the Pittsburg Meter Company, of Pittsburg, and other companies have permitted their equipment to be used without charge of any kind, except an agreement to return the articles in good order to the owners.

FUEL TESTS.

Rentals of equipment <sup>a</sup> (intended as covering the wear and tear or depreciation in value).

	Rate per month.	Total paid to March 1, 1906.
Westinghouse Machine Company: Rent of 8-cylinder gas engine.....	\$250.00	\$2,500.00
Westinghouse Electric Manufacturing Company: Rent of electric equipment.....	150.00	1,500.00
Camden Iron Works (R. D. Wood & Co.): Rent of 2 gas producers.....	250.00	2,000.00
John Ramming: Rent of Ideal engine from Sept. 18, 1905, to Mar. 18, 1906.....	15.00	90.00
Heine Safety Boiler Company: Rent of 2 safety boilers.....	83.33 1/3	666.66

Mr. SULLIVAN. Did you not state a while ago that you made the repairs yourself?

Mr. HOLMES. We make the repairs that are necessary in connection with the tests; because, in order that each test be accurately made, the equipment must be inspected after each test, and kept for each test in exactly the same state of efficiency; but the general wear and tear is the natural deterioration that takes place as a result of using machinery. The machinery is necessarily not in as good condition as when we received it. This is aside from any damage due to accident or breakage or unusual service.

Mr. SULLIVAN. So that you not only make the repairs yourself, but you also pay to the owners of the machinery a sum that will pay for the wear and tear?

Mr. HOLMES. Yes; the wear and tear or actual depreciation in value is what we are expected to pay on the equipment listed under that head.

Mr. SULLIVAN. That is rent, is it not? The sum you pay under such circumstances is rent, is it not?

Mr. HOLMES. Repairs and depreciation: or you can call it rent on this part of the equipment, which we were otherwise unable to secure, and which would have small commercial value after we have finished with it.

<sup>a</sup> Whenever these charges equal the fixed value of the equipment the articles become the property of the Government; or the Government can at any time purchase this equipment at these values less the amount of rental paid to date.

Mr. SMITH. I notice that in this report to the Senate you speak of your securing \$85,000 in the three acts passed during the year 1904, while in the report of a year ago it is spoken of as having been started under two appropriations of \$30,000 made during the latter part of Congress, 1904. Did you, in fact, get only \$85,000 or \$25,000?

Mr. HOLMES. Eighty-five thousand dollars.

Mr. SMITH. When did you get the other?

Mr. HOLMES. In December, 1904.

Mr. SMITH. This plant was intended in part as an exhibit at the St. Louis exposition, was it not?

Mr. HOLMES. Yes, sir.

Mr. SMITH. You made three separate estimates for that purpose and you got in one year \$85,000?

Mr. HOLMES. No; the \$25,000 came after the close of the exposition in December, 1904. The exposition closed on December 1.

Mr. SMITH. You had only received \$60,000 up to the close of the exposition?

Mr. HOLMES. Yes, sir; and that was the original estimate.

Mr. SMITH. And next year you wanted \$202,000, and got it?

Mr. HOLMES. Yes, sir.

Mr. SMITH. And now, in the third year of this system's existence, you want \$250,000?

Mr. HOLMES. Yes sir; \$250,000, of which \$50,000 is for additional equipment and removal expenses.

Mr. SMITH. When you ask for \$50,000 for the removal of the plant and necessary equipment, do you mean for the removal and purchase of necessary equipment?

Mr. HOLMES. Yes, sir; for the removal of the plant and the purchase of necessary and additional equipment.

Mr. SMITH. If that be true, it would leave you \$200,000 for the exposition proper.

Mr. HOLMES. Yes, sir; that is for the investigations proper.

Mr. SMITH. Which would be far and away in excess of anything you ever had.

Mr. HOLMES. For actual investigation the amount is very little in excess of the current appropriation.

Mr. SMITH. In December, 1904, when you had not received but \$60,000, including whatever you were paying for wear and tear, you made the following statement: "And while the difficulties to be overcome in preparing for these tests were such as to delay their beginning until September 1, yet the results obtained were of such importance and magnitude that the demand for continuing the work is quite general, and comes especially from consumers of coal," etc. Now, if your discoveries were of great magnitude under an appropriation of \$60,000, and at a time you were initiating the work, and when it would necessarily be more expensive than at other times, how do you account for the fact that next year the expense rose to more than \$150,000 and now must rise to \$200,000 for the ensuing year?

Mr. HOLMES. That is due to the fact that during the first year, for example, during the exposition period we tried to solve certain problems, and we felt that we were quite successful in doing so. In connection with this investigation there developed a number of additional problems which were seemingly of equal importance, and which we also desired to solve. In order to do so we found it was necessary to

add certain additional equipment and employ certain additional men, and it was with a view of enabling us to conduct those additional, and yet as we believe equally important investigations, that we asked to have that enlargement in the appropriation.

Mr. SMITH. So these secondary matters call for investigations constantly greater in number and importance than the primary ones?

Mr. HOLMES. They were outgrowths, I should say.

Mr. SMITH. May I ask you whether they were more numerous and more important than the primary ones?

Mr. HOLMES. Yes; more numerous; and some of them certainly more important and more promising in immediate benefits. In other words, we inaugurated certain lines of investigation. In some cases they were successful, and we felt we had fairly solved certain phases of those problems, but other problems which we were not able to undertake at that time were regarded as of equal importance to the ones we originally undertook to solve.

Mr. SMITH. I am not objecting to the finding of problems of equal importance, but you are finding problems of increasing cost, so that your expenses rose from \$85,000 to \$202,000, and now to an estimate for \$250,000. The difficulty with this committee, I have no doubt, will be to find where this thing is to stop with this percentage of growth.

Mr. HOLMES. Of this not more than \$200,000 is for full investigations; the \$50,000 being for removal of plant and additional equipment. Meanwhile the fuel bills of the country during this year aggregate \$1,500,000,000, and we are pointing out the possibilities of great savings.

Mr. SMITH. Where do you expect to run this plant hereafter, if you are given this appropriation this year?

Mr. HOLMES. That is an unsettled question. The work should be done wherever it can be done to the best advantage—perhaps at several places.

Mr. SMITH. At St. Louis?

Mr. HOLMES. The recommendations of the Department are that the Director have the work done at such place or places as in his judgment may prove most suitable.

Mr. SMITH. Are you still receiving all of your samples free?

Mr. HOLMES. Yes, sir; we have not bought any coal at all. The only case in which the purchase of coal has been raised is with a view to replacing a large sample accidentally burned at the plant.

Mr. SMITH. You say in this estimate that you don't know whether you are going to establish one place or twenty to make these investigations.

Mr. HOLMES. We don't know whether there will be one place or several places.

Mr. SMITH. You have been conducting investigations in eighteen or nineteen States?

Mr. HOLMES. Yes, sir; that is, the field investigations have been carried on and the samples of coal have been received from that many States.

Mr. SMITH. So, if you don't know anything about the future location, you don't know whether you will have one branch or twenty?

Mr. HOLMES. To make that plain, I would say that there are certain investigations which would cost a good deal more to conduct at

a central plant where everything must be erected by the Government than to conduct them at some other place where for the time being we could borrow the buildings and certain equipment already existing. Take the by-products of coke ovens, for instance. We are using 40,000,000 tons of coal and coke, a larger part of this being made in beehive ovens which permit the valuable gases, tar, and ammonia, known as the by-products, to go into the atmosphere and are absolutely lost. We wanted very much, as one of the problems, to investigate that question, but it would have cost at St. Louis \$75,000 to construct a by-product-recovery coke plant. The wording of the act was such that we could not conduct the experiments anywhere else. Although we were offered two other places, where all equipment necessary for scientific investigation was available, we could not go to either one of them, because the wording of the bill limited the work to St. Louis.

Mr. SMITH. You had only \$150,000 last year, which you estimated for the salary and labor account and for maintenance and repairs. How do you explain the rise in that to \$200,000 this year?

Mr. HOLMES. I have submitted an estimate showing just what we need for the next year. The labor and technical force for certain investigations, notably the chemical, coking, and briquetting investigations, during the current year have been entirely inadequate.

Mr. SMITH. You only investigated the coal and similar products during the past year of one additional State above what you had given attention to the year before, did you not? That is, you had examined in a measure into the coal and similar products of 17 States when you made application for the \$202,000, had you not?

Mr. HOLMES. We had gotten samples from those States.

Mr. SMITH. You had investigated, had you not?

Mr. HOLMES. We had only investigated the samples collected from that number of States; but the difference between investigating samples from a State and investigating the coals of that State is considerable.

Mr. SMITH. I understand that. Up to the present day 65 different coals have been tested from 17 States and Territories.

Mr. HOLMES. Yes, sir; more than 200 coals (including those from Alaska) have been tested or analyzed more or less completely.

Mr. SMITH. Your report this year shows 18 States and Territories.

Mr. HOLMES. Yes, sir.

Mr. SMITH. How many samples of coal have you examined now?

Mr. HOLMES. You will find at that same place as to the number of samples examined for each of the different purposes on page 5, where it tells you the number of determinations, giving all of the results.

Mr. SMITH. Please read it to me.

Mr. HOLMES. It says: "More than 1,600 such chemical analyses have been made."

Mr. SMITH. But that is not the question.

Mr. HOLMES. Right below that: "In the gas producer and gas engine, 85 tests each, extending over two or three days, of coals, lignites, and peats from 18 States."

Mr. SMITH. You say up to the present day 65 different coals. I am not talking about the number of tests. How many coals have been tested now?

Mr. HOLMES. Each test refers to coal in that sense.



**Mr. SMITH.** You do not mean to say that you tested 1,600 different kinds of coal?

**Mr. HOLMES.** No; but 1,600 chemical analyses have been made, using different samples of coal; in certain cases a number of these samples having been collected from the same coal seam in the same district.

**Mr. SMITH.** How many different varieties of coal have you examined, using the term just as you used it?

**Mr. HOLMES.** In the line below, "In the gas producer and gas engine, 85 tests;" that means 85 coals, collected from 85 different localities.

**Mr. SMITH.** So you had only added 20 more at the end of this year to those you examined a year ago.

**Mr. HOLMES.** You have confused certain figures. We received 65 carloads altogether during the exposition period, but we made only 18 gas-producer tests during that time, as it required from three to four days for each test. We made about 80 steam-boiler tests during the same time.

**Mr. SMITH.** When you had only \$60,000 you had examined 65 different coals, and when you had \$100,000 more you only examined 20 more.

**Mr. HOLMES.** Up to the present time we have made 110 gas-producer tests, one of which extended over twenty-four days. We have made over 300 boiler tests. These have all been made from nearly 200 carload samples received mostly from different mines.

**Mr. TAYLOR.** What does the next line mean, "In the steam boilers 283 tests, each of nine to eleven hours' duration, of 170 coals from 18 States?" And the next line, "In the coke ovens, 110 tests, each of forty-eight to seventy-two hours' duration, of 95 coals from 16 States."

**Mr. HOLMES.** We have received samples representing, say, 170 coals. On some of these two or three boiler tests were made under different conditions of draft and firing. Producer and coking tests were not made on all samples, and in a few cases no boiler tests were made or desired.

**Mr. TAYLOR.** Originally it was said to be 65, and then 85, and here I find 283 tests of, respectively, 170 coals from 18 States and 110 tests of 95 coals from 16 States. What would that make in the total number of tests?

**Mr. HOLMES.** In the printed statement, as explained, the 65 refers to the total number of coals received for test during 1904. The 85 is the number of gas-producer tests made to the close of 1905. The 283 the total number of boiler tests. One hundred and seventy-three carloads altogether received up to that time. Of these 85 had been tested in the producer. This enumerates the tests made using the different equipments. There were all told some 600 of these tests.

**Mr. SMITH.** I want to know how many coals you have tested, not how many tests you have made. Do you know how many coals you have tested?

**Mr. HOLMES.** We have not tested the same coals for all purposes. We have tested 85 different coals altogether up to the end of 1904.

**Mr. SMITH.** Is that what you referred to last year when you said 65?

**Mr. HOLMES.** There were 65 steam or boiler tests made on these coals during 1904.

Mr. SMITH. You tested 65 coals from 16 States, and you tested 85 coals from 18 States?

Mr. HOLMES. Yes, sir; 65 steam tests from 16 States up to the close of 1904 and gas-producer tests on 85 coals from 18 States up to the close of 1905.

Mr. SMITH. "One thousand six hundred chemical analyses, involving 7,000 chemical determinations." Do you mean that, from the current year's appropriation in the last six months?

Mr. HOLMES. These figures indicate the work done during 1904 and 1905.

Mr. SMITH. Did you prepare this yourself, so that you know what it means?

Mr. HOLMES. I did not tabulate it.

Mr. SMITH. The connection would seem to indicate that it was the entire number you had made since the origin of the project, although it is not plain. You speak about the fact that this is much better than the private test, because a complete history of every sample is indicated and the record is authentic and reliable. And then you go on to state what kind of tests you have made.

Mr. HOLMES. In the case of the 1,600 chemical analyses, that unquestionably means the number of analyses made from the time the work began up to near the end of 1905.

Mr. SMITH. Does not everything on that page mean the same thing?

Mr. HOLMES. It does in the case of the steam-boiler tests—the 283 tests, and the 110 coke tests. I am not certain about the gas-producer and gas-engine tests. There is a misprint in the figures. The 100th producer test was made about February 1, 1906.

Mr. SMITH. If all these things mean the same thing, the work seems to be falling off rather than increasing under the increasing appropriation.

Mr. HOLMES. Let me state one fact. During the past six weeks, for example, we have made on the gas producer and gas engine one test that required twenty-four days. That illustrates how difficult it is to make some of the tests and to estimate for them at so many tests per month.

Mr. SMITH. I presume that is true.

Mr. HOLMES. That illustrates also the importance of the work, and why the individual can not do it.

Mr. SMITH. Where are your reports on these coals and lignites?

Mr. HOLMES. Here is one report [indicating]. This is the final report on the work for 1904, in three volumes. The preliminary report on that same subject was printed a year ago and has long since been out of print. I have one copy of it here. The preliminary report on the work of the past year, 1905, has just gone to the printer.

Mr. SULLIVAN. Have you Professional Paper No. 48?

Mr. HOLMES. This is it—the three volumes here.

Mr. SMITH. Don't you think that a fair interpretation of this report made a year ago would lead one to believe that this work would practically end with that appropriation? That is, didn't you understand at that time that was to complete the investigation?

Mr. HOLMES. I would say both yes and no. I understood that we would undertake a certain series of experiments which were begun during the exposition period, and that we were enabled to finish

and determine something of the relative merits for fuel purposes of the coals. We have, or will have, completed by the 30th day of June practically what we started out to do in connection with that specific appropriation. We have not been able to do quite as much as we had hoped to do, but we will practically have completed by the end of the present fiscal year the tests which we started out to make under that appropriation.

Mr. SMITH. In the estimate upon which that appropriation of \$202,000 was given you, you say, "It is the purpose of the Survey to push this work to completion as rapidly as possible." Did you have any idea that that meant ten years or more at that time?

Mr. HOLMES. No, sir; I did not.

Mr. SMITH. About how much coal will you consume a day in these tests?

Mr. HOLMES. In the steam-boiler tests, about 6 to 10 tons, varying with the coal; in the gas-producer tests, about the same per day, but those tests extend over a period of days.

Mr. SMITH. How much coal do you consume, do you think, in a year in those tests, upon your present scale?

Mr. HOLMES. We have not estimated that, but I should say it would be, on a rough guess—I can count it up and give you an estimate of the exact quantity.

Mr. SMITH. What do you mean in this detailed statement by "six observers?"

Mr. HOLMES. In connection with that test, will you let me make a running statement?

Mr. SMITH. I would rather you would answer these questions at this time.

Mr. HOLMES. Very well. In these gas-producer tests the equipment runs night and day, and it requires three shifts of men. Everything has to be observed or watched with great care, so as to determine exactly the conditions under which that test is being made, and those men who attend to that are the men whom we call observers—the men who are the constant witnesses under whom the tests are being made. The temperature and the nature of the gas which is being driven off, the regularity with which it is being driven off, and all data of that kind, is observed and recorded.

Mr. SMITH. So the boiler and gas-engine tests go on simultaneously?

Mr. HOLMES. Yes, sir. You see it takes three or four times as long to make a test of the gas producer and gas engine as it does the boiler.

Mr. SMITH. I see I made a mistake. You have seven observers, as I make it out now. Does it take seven observers to make these notes of what is indicated by the combustion of this coal?

Mr. HOLMES. Yes, sir.

Mr. SMITH. What are their hours of work?

Mr. HOLMES. Eight to nine hours on the gas producer and engine. The plant is operated day and night, and the observers are arranged in three shifts. Some of the men work nine hours, some ten, and some twelve hours, on different branches of the work. Most of the men about the plant work nine or ten hours per day.

Mr. SMITH. Then there are two on duty all the time?

Mr. HOLMES. Yes, sir; two observers about the gas producer and one or two about the boilers. Now, Mr. Chairman, if I can be permitted to make that general statement, I think I can clear up many points.

Mr. SMITH. Very well; go ahead.

Mr. HOLMES. One of the things we have tried to find out in connection with the investigation is what you might call the situation with regard to the coal industry in the United States, and if I may be permitted, I might call attention to one or two facts which we have established as a basis, not only in the work which we have done but in planning the investigations which are here proposed. We have found, for example, that in the mining of coal in the United States to-day fully 50 per cent of the coal remains in the ground. I don't mean that they mine one vein and leave another vein, but in the actual vein of coal which is being mined, in order to mine it as cheaply as can be done, only the best part is taken, so that of the coal which is actually found in the veins, nearly 50 per cent is left under the ground.

We estimate that from 5 to 10 per cent is lost in handling and transportation, so that when the coal finally gets to the dealers, we have gotten less than 50 per cent of that which it was possible to get out of the ground. That when that coal gets to the boiler, and we start to use it in connection with the supply of heat and power and light for the country, of the coal actually shoveled in the boiler to-day, not more than 5 per cent of it is actually converted into power for manufacturing purposes, the other 95 per cent being used in making steam and in overcoming the friction of the engines, the belting, and so forth. When you want to use that for lighting purposes you will get, over the electric wire bringing the current for power or lighting purposes not exceeding 5 per cent of the actual power which theoretically existed in the coal when it went into the furnaces, and not to exceed one-fifth of 1 per cent of these heat units is converted into electric light.

The CHAIRMAN. Heat units?

Mr. HOLMES. Yes, sir; not exceeding 5 per cent of the heat units converted into power, or one-fifth of 1 per cent converted into light.

Mr. SULLIVAN. Particularly because of the friction of the machinery.

Mr. HOLMES. Yes, sir; lost in making the steam, in the friction of the engine, in the heat lost by radiation and through the stack, and in overcoming the friction of the pulleys and the shafting. To give you some idea of the distribution, I will say that about 40 per cent is lost in making steam, and at least 40 per cent is lost in overcoming the friction in the work of the engines and about 5 per cent in the belting and shafting. That leaves you 5 per cent when that power actually gets to the loom to weave the cloth, or to any piece of machinery where work is to be done. When you want to put the electric power into light, you get in light rays, about the highest known, one-fifth of 1 per cent of the theoretical heat unit which existed in the coal.

That is a problem which it seemed to us of no interest to any particular Territory or city or State, but of vast interest to the people in every section of the country where either heat, light, or power is being utilized. We started out not with the hope of being able to

solve all the problems, but to see what could be done in an investigation with a view to helping to increase the efficiency in mining and utilization of coal in this country, believing that it is a matter of interest to the nation as a whole. That was the purpose of the original investigation. If you will look at this map, you will see that St. Louis is located at this central point [indicating]. Here are indicated the coal fields of the United States—the Michigan coal fields here, and here the Kentucky, Indiana, and Illinois coal fields. And here are the fields from Iowa down to Kansas and Texas. The lighter colors represent the lignites and limits of the coal fields of the West, and the lighter colors lower down indicate the lignite fields of the Southern States.

Now, we wanted to do something accurate and reliable, because we all felt that if it was worth while for the Government to go into this work at all it ought to go into it in a manner that would command perfect confidence; so, as I said, we did not accept any coal from anybody, nor do we test any coal because such coal is requested to be tested by any corporation. We thought we ought to make tests and settle the general characteristics of a coal field like this [indicating on the maps]. We sent men into the field to examine the coal in the mines. They tested to see where they would like to locate to test samples in that region and to ascertain if the coal could be given us for tests, because we could not buy any.

The men went into the mines, examined them carefully, took samples, and sent them under Government seal to the laboratory at St. Louis to be analyzed, so that it could not be contaminated in any way. They stayed there until 1, 2, or 3 carloads had been collected in that region. When that coal came to St. Louis it was unloaded and about, we will say, 10 or 12 tons of it used in making tests under the boilers to determine how to use it in the most efficient manner in steam-producing methods. About 10 or 15 tons would be used in a gas producer and stored in a bin for that purpose. Another quantity would be used for coking purposes, and another quantity for briquetting investigations, and still another quantity used to determine, as far as we could, chemically, the by-products.

In the boiler tests we had ordinary modern water-tube boilers, two of them, of 250 horsepower each. They were exact duplicates, and both were not operated at the same time, one being cleaned while the other was in use in order to be sure the boiler was in good condition. We coupled with that 250-horsepower engine a generator to see if any conditions which we might be able to suggest would lead to an increase in the enormously low efficiency in the use of coal for power purposes. We had to have equipment to determine temperatures, because we found that the temperature in the burning of the coal under the boiler is different in different parts. Some would give the highest temperature when in front, and some after the volume had passed beyond the limits of the tubes of the boiler. So there was another great loss.

Now, the gas producers of the plant operated day and night, and we would use 15, 25, 30, 40, and sometimes 50 tons of coal in making that particular test. In the coke ovens, using the ordinary beehive ovens, we used 7 or 8 tons for making those tests, sometimes duplicating them. One of the results of those investigations showed us that in several of those coals used in the gas producer we got nearly

three times the amount of power which could be gotten out of the coal when used under boilers. I don't mean by that that there would be the same difference with higher unit boilers, 1,000 or 2,000 horsepower; but the gas producer was  $2\frac{1}{2}$  times more efficient, as an average of a hundred different tests, giving their average with our 250-horse-power boilers. It is in connection with that part of the investigation that we need so many men, observations being made and recorded at twenty-minute intervals continuously, day and night.

As I said a moment ago, we had the tests running night and day frequently, and a week would be consumed in testing one coal, sometimes two weeks. When we started those investigations we tried to get one of the large manufacturers of gas engines to lend us a gas engine for our experiments; but he replied that we would never be able to run for twenty-four hours a gas engine with gas from bituminous coal. His statement is one of the things we have demonstrated false, and that these bituminous coals which we have tested can be used for producing power in this new way, and that in producing power in that way there was an enormous gain in efficiency.

Now, that particular investigation on those particular coals we do not expect to extend further except in this way, that we find even at best with that increased efficiency, the gas engine and the gas producer is to-day imperfect, particularly the gas producer. The gas engine we do not bother about, because that is up to the manufacturer. In the gas producer various coals behaved very differently. We would find one coal with 10 per cent of ash which would give very good results, and another coal with 5 per cent would give greatly inferior results in spite of the fact that it was high in heat units; and the trouble was found on careful investigation to be that the ash was of such character that it would clinker on the grate bars and prevent the draft going through properly; and so it would in that way greatly diminish the amount of combustion.

Now, those investigations, as I have been trying to describe them, may seem simple enough, but they required constant watchfulness to see that the test conditions were fair and that no mistake, however slight, might be made. So we have been exceedingly careful in regard to all points. In that way we have employed a number of men, but they all keep busy around the plant. We had a fire some time ago which burned up our briquetting house and destroyed a part of the washing house which held the storage bins for coal, but the gas producer and gas engine parts of the plant did not burn.

Mr. TAYLOR. I understood that the whole affair was burned up.

Mr. HOLMES. Oh, no. It was not true any more than was the report that a dam that had never been built had been washed away in the Reclamation Service.

In connection with this investigation we have, in that estimate, provided liberally for men, I admit, but not a man has been included in that estimate that, in my judgment, could be omitted if the work is to be carried on and conducted on a basis that will not lessen its efficiency. As to whether or not this is work which the Government ought to do, you, of course, must decide; but it seems to me that it is, for the reason, in the first place, that the results of these investigations, if they amount to anything at all, as they seem to do, are results which are important to people in every section of the country. There is no local question, so far as our investigations go, in connec-

ion with them. It is true that there are certain local phases, but the problems which we are trying to solve are problems which underlie the industrial life of the nation itself; and if the Government does not conduct the investigation I can not see who we can expect to do it. You can not expect the assayer to do it, the boiler men won't do it, the gas-engine people are not able to do it, and if it should be done by any private individuals the results are open to suspicion, and will not be accepted with confidence by the people of the country. In conducting the investigations we have tried to keep them on the plane of general public utility and to avoid doing the things that could be left to private enterprise.

The CHAIRMAN. Is not the Pennsylvania Railroad conducting coal tests independent of the Government tests?

Mr. HOLMES. They are conducting locomotive-boiler tests for their own use in connection with the operations of the railroad, but for no other purposes. They were testing the efficiency of different locomotives, using the same coal.

The CHAIRMAN. They had a plant of that kind in St. Louis, did they not?

Mr. HOLMES. Yes. The Pennsylvania company was testing locomotives and using one brand of Clearfield coal. It did not test the coal, but the locomotives.

Mr. SULLIVAN. What are they doing in the tests—trying to determine the relative fuel values of coal?

Mr. HOLMES. It is a question with them not to determine the especial value of the fuels, but the adaptability of the locomotives to that fuel and how the efficiency of the locomotive can be increased.

The CHAIRMAN. And also to utilize more of the heat units than had heretofore been utilized in locomotives.

Mr. HOLMES. Yes; but they are making no effort toward the improvement of the fuel. They tell me their whole purpose is as to the adaptability of the locomotive to the fuel which they have.

As an illustration of the character of the work we are doing, I may say that we have found in some coals which would have 20 per cent of ash, that by a washing process, at a cost not to exceed 3 to 5 cents per ton, the ash could be reduced to less than 10 per cent; not only this, but a considerable part of the sulphur can be removed, so that the quality of the coal in both of those respects was greatly improved.

The CHAIRMAN. In respect to the lignite and lignite territory, are any private interests being engaged in the matter of investigating this subject very extensively?

Mr. HOLMES. I know of only one case where that is being done, and that is at St. Paul; and the last time I saw General Washburn, who had that matter in charge, he said that they had failed in their efforts to make a satisfactory briquette, and were now awaiting the results of these Government investigations.

The CHAIRMAN. General Washburn has failed in the matter of securing a binder; but is it not a fact that the lignites of Germany are being briquetted by the dried process with machinery which they have invented over there? And is it not a fact that General Washburn has brought with him, or his engineer has brought from Germany, where he investigated this subject for at least six months, plans and specifications for the construction of machinery on the same general plan that they are using over there?

Mr. HOLMES. I don't know just what those plans are. I have not seen them. He was telling me about them—

The CHAIRMAN. But the machinery that is being used in Germany is patented?

Mr. HOLMES. In Germany; yes, sir.

The CHAIRMAN. And can not be used in this country without infringement?

Mr. HOLMES. I understand that their lignite press is not covered by patents.

Mr. SULLIVAN. Therefore they might be used here.

The CHAIRMAN. I think they are patented in this country, or protected in some way, so that the only way that this German machinery can be used to-day in the briquetting of lignites here would be in the importation of that machinery, and because of the patents, in addition to the duties on machinery of that kind, the expense has been so high as to prevent the utilization of that machinery here for that purpose.

Mr. SULLIVAN. In this statement there seems to be a statement here inconsistent with that theory. On page 5 of this communication of Doctor Walcott's it states that "a number of lignites, representing both the extreme Northwest and the Southwest, have been briquetted under high pressure without the use of binding materials, and it has been shown that the cost of briquetting such materials should not exceed 50 cents per ton." Does that mean that that has been shown in your experiments?

Mr. HOLMES. Yes, sir.

Mr. SULLIVAN. It states further that "it has been shown further that in the use of certain briquetted coals for railway and domestic uses the increase in the efficiency of the coals used in the briquetted form is more than sufficient to cover the cost of the briquetting operations."

Mr. HOLMES. In several cases; yes.

Mr. SULLIVAN. And it also says that briquetting plants have been installed in California, and new briquetting equipment is now being tested in New York, St. Louis, Pittsburg, and Chicago. That means that this equipment is being tested by individuals at their own expense.

Mr. HOLMES. Yes, sir.

Mr. SULLIVAN. And that that plant in California is being installed by private business interests.

Mr. HOLMES. Yes, sir.

Mr. SULLIVAN. So that the science seems to have proceeded beyond the stage of mere indefiniteness and uncertainty and experiment, and has become ascertained to be profitable commercially.

Mr. HOLMES. No; I can not say that that is true.

Mr. SULLIVAN. It would seem to be so with the plant established in California, would it not?

Mr. HOLMES. That plant in California failed, so far as the briquetting work is concerned, until they began making by-products in connection with it. That is the only plant in the country that I know of that is being actually operated.

Mr. SULLIVAN. There are two in California.

Mr. HOLMES. The other one has just started, and is not running on a commercial scale.



The CHAIRMAN. Is it not a fact that the difficulty in the way of utilizing lignites is in the machinery—the construction of the machinery—for the briquetting of lignites without the aid or use of a binder?

Mr. HOLMES. That is partly true.

The CHAIRMAN. The use of a binder makes the cost as great, if not greater in many instances, than the cost of the coal itself.

Mr. HOLMES. Provided you have to use very much of a binder. One of the things that we have experimented on slightly, and it is eminently promising for the future, is using no binder for holding the material together, but just enough to help in the waterproofing. You know of your own experience in the lignites of the West that it disintegrates or slacks—goes to pieces—so they are unsuited for many purposes, and in drying it it becomes a fine pulverized material.

The CHAIRMAN. But if we had machinery like they have in Germany, we could utilize it the same as they utilize it in Germany.

Mr. HOLMES. Yes, sir. Here is one of the briquettes which I made from Texas lignites [showing], which stands very much better than the North Dakota lignites so far as going to pieces is concerned.

The CHAIRMAN. Is there more moisture in it?

Mr. HOLMES. No; they dry it more. There is, perhaps, more tarry material in it. That briquette was made without any binder whatever.

Mr. SULLIVAN. Why do you give it a German name?

Mr. HOLMES. Because it is made with German machinery. I went to Germany, took a lot of lignite over, and made these tests myself. Those people told me that the reason they could not do business in this country was because there was no demand for it; that it did not pay them to take it up with their machinery. I understood from those people that they had no patents in this country at all.

The CHAIRMAN. Perhaps I misunderstood, but I understood from what General Washburn said that that was one reason why they could not construct the German machinery, because of the protection afforded by patents. I may have misunderstood him, however.

Mr. HOLMES. I asked upon what basis they would let us have one of those machines to bring here and use in testing our lignites in the different parts of the West, and they told us we could have a plant for just what they sold it for in Germany. They estimated that it would cost, shipped and erected at any place where we wanted it, about \$25,000. I asked them whether or not they wanted to make an arrangement in this country by which people should manufacture machinery of this kind, and they said that they did wish to make such an arrangement, but there seemed to be no demand.

The CHAIRMAN. I understood from General Washburn that the lignite which he shipped over there in sealed packages briquetted successfully on the German machines.

Mr. HOLMES. Yes.

The CHAIRMAN. Did your lignite which you took over there briquette successfully?

Mr. HOLMES. Yes, sir.

The CHAIRMAN. It did not disintegrate afterwards?

Mr. HOLMES. Not at all; not in a single case.

The CHAIRMAN. It would seem that the only question involved in the lignite problem, then, and in the problem of utilizing the lignite in this country is the construction of the machinery used in the making of the briquettes so as to prevent its disintegration after it is made.

Mr. HOLMES. As to the question of preventing the disintegration of the lignite briquette when it is completed, unfortunately that is the same thing we are up against in connection with this investigation. We are experimenting with quite a number of materials, and the most likely is the addition of 2 or 3 per cent of a certain kind of pitch or asphaltic petroleum. It looks as though the increased cost of adding 2 or 3 per cent of this would be offset by the adding of an increase in efficiency in heat and volume of flame.

The CHAIRMAN. To what extent do you increase the heat units by the addition of the pitch?

Mr. HOLMES. More than 10 per cent. Not only that, but we find that one trouble about burning briquettes where you use a forced draft is the fact that the tendency is to burn slowly, and I am told that that binding material increases the volume of the flame nearly 100 per cent, so that it looks as though we were really going to succeed in putting in the binding material which will waterproof it and make it burn well under forced draft, and at the same time sufficiently increase the heat units in it to more than pay the cost of that addition.

The CHAIRMAN. Have you in mind also the investigation of the problem of reducing crude petroleum to a solid for purposes of fuel?

Mr. HOLMES. Only with a view of using it in connection with the briquetting of coal and lignites, in improving the coking qualities of coal, and improving the quality of the gas made from coals and lignites.

The CHAIRMAN. The Standard Oil Company has been investigating that, hasn't it?

Mr. HOLMES. But they would not furnish us the material to use in our investigation, because they said it was of no use, as it could not be done. We are using, however, the crude asphaltic petroleum in our experiments in connection with lignites and coals.

Mr. TAYLOR. I want to know the meaning of the word "briquette," and also what you mean by "binder."

Mr. HOLMES. The briquette is simply a brick made of coal, and the binder is what holds it together or keeps it from falling to pieces.

Mr. TAYLOR. What is the binder?

Mr. HOLMES. Usually pitch is used. That is one of the by-product of coal in the making of gas and coke.

Mr. TAYLOR. From what I gather here the binder really helps in stead of hurts.

Mr. HOLMES. Yes, sir.

The CHAIRMAN. There are other binders manufactured out of certain chemicals.

Mr. HOLMES. I suppose there are 50 different binders which we have tested. In the testing of binders we found that 1 per cent of crude starch would make a briquette of certain coals strong enough to drop it against a wall, and in case of coals of certain other classes it would take 2 or 3 per cent. The trouble is that this starch binder softens under the action of water, and the briquette falls to pieces.

We are trying to find a waterproofing material which will not make the additional cost too great.

The CHAIRMAN. You spoke a moment ago, at the outset of this inquiry, about the very general demand throughout this country for the continuation of the testing of these materials and the testing of these coals. I will ask you whether that demand has been a natural demand growing out of the result of your investigations thus far, and benefits accruing therefrom, or whether it is to a great extent due to your own efforts and the efforts of the Geological Survey in advising engineers all over this country that this estimate would be made and this appropriation would be asked for and requesting them to communicate with members of Congress on the subject?

Mr. SULLIVAN. Before he answers that I would like to ask one question. I wondered if the experiments as to the gas producers and gas engines might not be abandoned by the Government, in view of the facts stated in your report that "already fourteen or more different companies are reported to be making producers for power purposes, and others are endeavoring to perfect new designs. It may be added that at two of our great steel plants blast furnace gas engines have been introduced for power purposes, and a dozen companies are now either manufacturing or are working on plans for the manufacture of gas engines. In other words, it seems to have been demonstrated that the thing is commercially profitable in those two lines."

Mr. HOLMES. I think the time will come in the course of two or three years when this investigation will have gone so far that they can be safely abandoned. But at the present time there are a large number of unsolved problems, not with gas engines, but there are serious difficulties in the way of the proper production of gas for power purposes using bituminous coal. Most of the engines and producers referred to as starting up will use anthracite coal, which produces no tar or other complicating by-products.

Mr. SULLIVAN. That is a question for the man who is financing that particular gas producer that he intends to put on the market.

Mr. HOLMES. That will be true after a while, but there are certain underlying problems which, if they can be solved satisfactorily, will enable the gas producer to manufacture it more cheaply, and in that way the use of gas will become more rapidly introduced for heating and power and for metallurgical purposes.

Mr. SULLIVAN. My idea is, and which we have been trying to develop all day, that so far as your work is concerned, it is principally the blazing out a track in the primeval forest, but when it comes to making a macadamized road there, that at that point you enter upon a field which is properly the field of the business man and the financier.

Mr. HOLMES. We try to guard that point, and stop a certain investigation just as soon as we feel that the general question has been solved without going into any details at all.

There was mention in this paper [Senate Document 214] in one or two places about improvement in the equipment connected with the gas producer; for example, on page 7, where it says, "The separation of the tar and other by-products from the gases made in the producer and the commercial recovery of these by-products," and "Possible improvements in the producer equipment which would increase

the efficiency of various coals used." There is where we are bordering upon the work which ought to be done by private enterprise, and our looking for improvements in the equipment would be entirely incidental to our endeavoring to determine how that kind of coal can be used most efficiently.

As another example, we made a suggestion, which seems to be accepted very generally by the gas-producer people, that one of the great causes of loss of power in the gas producer and the gas engine and one reason why the efficiency is not greater as compared with the steam engine is the loss of heat in cooling the gas and cooling the engine cylinders, and that the water which is heated in cooling the gas and also that heated in cooling the engine cylinders might be used to heat buildings. As this gas leaves the producer it has a temperature of 600°-1,200° F. Before it goes to the engine, and in order to remove the tar and other materials that are a nuisance, it has to be cooled down to the normal temperature of the atmosphere.

In like manner when this gas explodes in the cylinders of the gas engine it heats the cylinder walls. When you make steam in a boiler and it goes out through a pipe to the cylinder, the steam pressure in the cylinder against the piston forces the latter back and in that way turns the wheels. When, on the other hand, the gas enters the cylinders of the gas engine it is exploded by an electric spark; and this exploding gas forces back the piston rod and turns the wheels of the engine. When that explosion takes place it will heat the water to a temperature of several hundred degrees, the water circulating around the cylinder, in order to prevent the engine itself becoming so hot that the steel will weaken and give way under the gas explosion; and the suggestion is that this heat also ought to be utilized for heating purposes. So that is what we mean in general when we say that we do not intend trying to invent new devices but simply suggest that the public utilizes improvements indicated through these investigations.

Now, with regard to the question which was asked by the chairman concerning a letter sent out by me, I will say that I have been asked that question by several persons; and I understand that a number of letters have come to members of Congress and to members of this committee from persons in different parts of the country concerning this work. I sent out some four weeks ago to a number of mining engineers a circular letter, of which I suggested that the Director, Mr. Walcott, give a copy to the chairman of this committee.

The CHAIRMAN. He has not given me a copy, but I have a letter sent to me from another source, and I will ask you if that is the letter [showing letter to Mr. Holmes].

Mr. HOLMES. That is the letter. I was under the impression that that these reports were distributed through members of Congress. My own connection with the Geological Survey is a recent matter, and I am not familiar with all of the details concerning the distribution of public documents.

The CHAIRMAN. You say "if, in writing for this report, you feel sufficiently interested in the work to express an opinion as to its continuance, I am sure that any such expression of opinion on your part will be considered appropriate."

Mr. HOLMES. I wanted to know myself, and I believed that the Director of the Survey and members of Congress would like to know, whether or not the mining engineers in different parts of the country really thought this work should go on, and whether our investigations were following along the right lines. That and the notifying them that this report was ready for distribution was my purpose in sending out that letter. I carefully worded this letter so that I did not ask anybody to write to a member of Congress urging him to support this measure, nor at any time have I done so. I have been asked several times to give out lists of members of this committee—once at a recent meeting of engineers—but I refused to do this.

Mr. TAYLOR. Did you say that that letter was submitted to Mr. Walcott?

Mr. HOLMES. Not until after it had been sent out.

The CHAIRMAN. In this letter, in the last paragraph—and I will print the letter in connection with your testimony—you say “I may add that these fuel and structural material investigations will hereafter be conducted under an advisory board made up of representatives from the national engineering and allied societies,” and then you go on and give the names of members of this board. Are they to participate, and are they to receive compensation for their services as members of this board?

Mr. HOLMES. No, sir; excepting in this way: When they are called upon to do specific work to assist in connection with these investigations, then they will be paid for services rendered, but they receive no regular compensation.

The CHAIRMAN. Have you any authority to create a board of people, consisting of men who are not in the employ of the Government, for the purpose of assisting the Government in carrying on investigations of this kind?

Mr. HOLMES. They are considered to be in the employ of the Government in that sense, Mr. Chairman.

The CHAIRMAN. Would this not amount to the creation of a board consisting of people who are not now or will not then be in the employ of the Government, and that they will be compensated in the discretion of the Director of the Geological Survey for the time that they are actually engaged in the work of investigating?

Mr. HOLMES. Yes, sir; except that this board is composed of experts, each of whom is employed by the Government for a specific work and receives pay for the service rendered.

The CHAIRMAN. Have you any idea what compensation they will demand—such men as, for instance, John Hays Hammond, of New York?

Mr. HOLMES. In no case to exceed \$5 a day, and limited to the time of service rendered.

The CHAIRMAN. Now, I have another letter here, signed by Mr. Emil Swensson, of Pittsburg, addressed to Hon. John Dalzell, and dated April 16, 1906, in which Mr. Swensson says to Mr. Dalzell: “Supplementing my letter to you of February 14, 1906, relative to an item of \$100,000 in the civil sundry bill for the work of testing structural material at the laboratory, World’s Fair Grounds, St. Louis, under the direction of the United States Geological Survey, I am advised this morning by the gentlemen in charge of the laboratory

as follows: 'I find that there is some doubt in the minds of the subcommittee of the civil sundry bill as to whether or not the Government should carry on tests of concrete and reenforced concrete. Knowing my impersonal interest in getting at the truth of this important subject and my desire to see this matter which is now spreading over the country like wildfire put on proper scientific basis, he goes on to ask me to assist in the matter, even to going before the subcommittee and explaining its importance to the country at large.'

And then he expresses his regret on account of important engagements, that he is not able to come on to Washington, and states that he will rely upon his Representative in Congress, Mr. Dalzell, for that purpose. Did you write a letter to that gentleman?

Mr. HOLMES. No, sir; I have never written a letter to Mr. Swenson of that kind, and I do not know who did write it. I am sure Mr. Walcott had no knowledge of any such letter. I am satisfied, furthermore, that no one now on the rolls of the Survey wrote or caused to be written such a letter. It may have been written by one of the engineers appointed from among themselves, to keep in touch with these investigations.

The CHAIRMAN. It would seem as though somebody has been very active in the matter of securing the aid of outside influence for the purpose of getting appropriations here to carry on the work of this department.

Mr. HOLMES. I have never known of a case, Mr. Chairman, in which the engineers and the architects of the country took a more active interest in regard to Government work than they have shown in this. I have received several hundred letters, and so has Director Walcott, from different parts of the country, urging an enlargement of this work. To these I have replied frankly that the importance of enlarging the work was fully appreciated, but that the appropriation necessary for this was a matter for Congress to decide. I am certain that this movement has been largely independent of any agitation on the part of anybody connected with this Bureau. Several of the engineering organizations have taken up the matter on their own initiative, and the American Society of Mechanical Engineers without my knowledge or suggestion, passed a resolution suggesting to its members the propriety of their taking up this matter.

Following are the letters referred to:

DEPARTMENT OF THE INTERIOR.

UNITED STATES GEOLOGICAL SURVEY.

Washington, D. C., March 12, 1906.

DEAR SIR: The United States Senate recently passed a resolution asking the Secretary of the Interior for an expression of opinion concerning the continuance of the investigations of fuels and structural materials by the United States Geological Survey.

I am sending you herewith a copy of his report in response to this resolution, in which he recommends the continuance of these investigations, giving reasons therefor, and asks Congress to make an appropriation of \$350,000 for this work during the next fiscal year.

The final report on the fuel investigations during 1904 is now ready for distribution (Professional Paper No. 48).

The report on the investigation of structural materials during the past year, and also the preliminary report on the fuel investigations during 1905, will also be published at some time in the near future, and copies of these reports should be applied for through the same channel.

I may add that these fuel and structural material investigations will here-

after be conducted under an advisory board made up of representatives from the national engineering and allied societies, and on this board the mining engineers will have five representatives: Mr. John Hays Hammond, of New York; Mr. Robert W. Hunt, of Chicago; Mr. B. F. Bush, of St. Louis; Mr. Julian Kennedy, of Pittsburg, and Mr. C. S. Robinson, of Denver.

Very respectfully,

J. A. HOLMES.

APRIL 16, 1906.

HON. JOHN DALZELL,

*House of Representatives, Washington, D. C.*

DEAR SIR: Supplementing my letter to you of February 14, 1906, relative to an item of \$100,000 in the sundry civil bill for the work of testing structural materials at the laboratory, World's Fair Grounds, St. Louis, under the direction of the United States Geological Survey, I am advised this morning by the gentleman in charge of the laboratory, as follows: "I find that there is some doubt in the minds of the subcommittee of the civil sundry bill as to whether or not the Government should carry on tests of concrete and reenforced concrete." Knowing my impersonal interest in getting at the truth of this important subject, and my desire to see this matter, which is now spreading over the country like wildfire, put on proper scientific basis, he goes on to ask me to assist in the matter, even to going before the subcommittee and explaining its importance to the country at large. I regret very much that previous important engagements prevent me from lending my assistance by going to Washington in person and will have to content myself with falling back on our energetic Representative in Congress. Pardon me for again bothering you about this subject, but the matter is really of serious importance to the country at large, and I therefore venture to again remind you of this matter.

Thanking you for your interest in this matter, I am,

Yours, very respectfully,

EMIL SWENSSON.

MR. SMITH. If they were so active on that subject, what is the necessity of writing letters?

MR. HOLMES. The letter referred to as signed by me related to the fuel report and fuel investigations. This letter was sent to a number of mining engineers, who are more especially interested in the fuel investigations. The agitation for investigations of structural materials has come mainly from the civil engineers who have the largest of the engineer organizations. I have not written such letters to any of these.

MR. SMITH. You wrote the first letter?

MR. HOLMES. Yes, sir; that was the letter sent to some of the mining engineers relative to the reports and investigations of fuels.

MR. SMITH. What was the necessity of writing that letter if they were more active?

MR. HOLMES. That was a specific case of men who are eminent engineers, and I wanted to get specific opinions; and I am frank to say that while I did not suggest their writing to members of Congress, except in the way indicated, I thought the members of Congress would also like to know the opinion concerning these investigations of mining engineers in their own State.

MR. SMITH. Why did you not ask them to write you instead of the members of Congress if you wanted to know their opinions?

MR. HOLMES. I don't know how many wrote to members of Congress, but I know that I had four or five hundred letters written to me in response to that circular letter.

MR. SMITH. What I wanted to get at is this: If these mining engineers were displaying more interest in the matter than any matter,

in your knowledge, before the Government, why did you deem it important to write a letter suggesting their member of Congress and stating that "if in writing for this report you feel sufficiently interested in this work to express an opinion as to its continuance, I am sure that any such expression of opinion on your part will be considered appropriate?" Why did you deem it necessary to send such a letter as that if there was so much activity?

Mr. HOLMES. I had two purposes. In the first place, I wanted to let them know that the report was ready for distribution, and the general way of getting the report was to write for it; and in the second place, that if they had any definite convictions about the work I wanted them to express them where they would do most good. Bear in mind that the mechanical engineers had visited our plant from time to time during the year, probably on an average of a half a dozen during each week. They came from different parts of the country, and I had this information in regard to their interests, but I had no definite expression of opinion from the mining engineers of the country, and I wanted such an expression of opinion.

Mr. SMITH. The advice to write Congressmen was in connection with writing for the report; and secondly, after earnestly advising them that the Congressman had the reports for distribution, you would have been able to have brought in this suggestion—

Mr. HOLMES. Is it not true that Congressmen do have these reports for distribution? I am under the impression that they have a quota. For many years I obtained all the public documents sent to me by applying for them through members of Congress.

The CHAIRMAN. No; they have not; it is a public document.

Mr. SMITH. Do you think it is a part of your business, Mr. Holmes, to advise anybody to apply to your Department or a Congressman for public documents when they have not solicited any information on the subject?

Mr. HOLMES. I don't know, sir; I have not thought about that seriously. But I have been requested by many engineers to let them know when the reports were ready for distribution. Indeed, I had in hand several thousand requests for this fuel report, received before it was ready for distribution.

Mr. SMITH. You know, do you not, that in the case of these scientific publications that if Congressmen do receive a quota it is only five copies?

Mr. HOLMES. No, sir; I do not. The time has been when nearly all of the reports printed were distributed through members of Congress.

Mr. SMITH. Do you know of any scientific report of the Government of which any member of Congress gets over five copies?

Mr. HOLMES. I must confess that I am not familiar with the Government regulations in that respect. I only know this, that for many years, as State geologist, nearly all of the reports that I got were through members of Congress. That was the way I was in the habit of writing for reports.

Mr. SMITH. Do you think that members of Congress, with a limited quota, want you to send out circulars to people to apply to them for certain reports?

Mr. HOLMES. I suggested that they apply to members of Congress or the Director of the Geological Survey if they were interested in getting them. I knew of no other parties to whom they might apply.



Mr. SMITH. Do you think that members of Congress want you to send out circulars asking people to request books which they do not have?

Mr. HOLMES. I have seen at least a hundred letters from Congressmen to the Director, asking that copies of this report be sent to parties named. In every case these reports have been sent promptly, accompanied in each case by the statement that they have been sent at the request of the member of Congress. They have gone out to these persons as though they came directly from the members of Congress.

Mr. SMITH. I notice that there is inscribed upon that briquette, "Briquette Fuel Company, Dallas, Tex." Do I infer from that that the making of briquettes is already a commercial industry in the United States?

Mr. HOLMES. No, sir. Only one plant is operated, and that is the plant established in California recently.

Mr. SMITH. Is there a briquette fuel company in Dallas, Tex.?

Mr. HOLMES. They have a briquette fuel company there.

Mr. SMITH. Are they manufacturing it?

Mr. HOLMES. No, sir.

Mr. SMITH. There is one commercial house of that kind in California?

Mr. HOLMES. Yes, sir.

The CHAIRMAN. And that briquette was made at your plant in St. Louis?

Mr. HOLMES. No; I think this was compressed in San Francisco from materials sent there.

The CHAIRMAN. That is peat [pointing]?

Mr. HOLMES. That is peat. That is one of the most important investigations that we have inaugurated. That is briquetted crudely, so as to prepare it for burning in the gas producer.

Mr. SMITH. What was probably the dimensions of that before it was pressed?

Mr. HOLMES. Half of a cubic foot. It is almost liquid or semi-liquid in the bog from which it came.

Mr. SMITH. Are there any peat swamps or bogs in this country in which the peat is substantially solid when dug out?

Mr. HOLMES. No.

Mr. SMITH. Are there any in any other country?

Mr. HOLMES. Yes; as in Ireland and Russia, where they have dried out considerably.

Mr. SMITH. They dig this peat out and put it in the fire without any treatment whatever?

Mr. HOLMES. Yes; in those countries, only drying it. But the great purpose for which we are experimenting is to get power gas. We have enormous bogs in northern Iowa, extending northward to Minnesota along the border of the Lakes, and also all through portions of New England, where we have peat bogs extensive enough to furnish fuel to run the manufacturing interests of those States for a long time.

Mr. SMITH. Take this pressed piece of peat here, what would you say was the amount of heat in it as compared with the average grade of bituminous coal of the same size?

Mr. HOLMES. If this were pressed a little more, so as to be as compact as the coal, I should say about seven of peat as compared with ten of coal. But the quality of gas made from this peat for power purposes is superior to gas made from coal, so that where the great future development lies is in two directions—for power purposes in gas producers, and for metallurgic purposes as a substitute for coal in the manufacture of iron and steel. And it is along those two particular lines that we are conducting those investigations.

TUESDAY, APRIL 19, 1906.

### INVESTIGATION OF STRUCTURAL MATERIALS— (Again).

**STATEMENT OF MR. RICHARD L. HUMPHREY, OF PHILADELPHIA, PA., PRESIDENT OF NATIONAL ASSOCIATION OF CEMENT USERS, CHAIRMAN COMMITTEE ON TESTS, AND SECRETARY OF COMMITTEES ON CONCRETE AND REENFORCED CONCRETE OF THE AMERICAN SOCIETY OF CIVIL ENGINEERS, AMERICAN SOCIETY FOR TESTING MATERIALS, AND AMERICAN RAILWAY ENGINEERING AND MAINTENANCE-OF-WAY ASSOCIATION, ACCOMPANIED BY CAPT. ROBERT W. HUNT, OF CHICAGO, ILL., AND MR. RUDOLPH P. MILLER, OF NEW YORK, N. Y.**

Mr. SMITH. I will ask you a proper question or two, and then ask you to make a general statement. What is your business?

Mr. HUMPHREY. I am a consulting engineer and a chemist.

Mr. SMITH. What official position, if any, do you hold in any scientific society?

Mr. HUMPHREY. I am appearing here as the president of the National Association of Cement Users. I am also secretary of the joint committee on concrete and reenforced concrete of the American Society of Civil Engineers, a member of the American Society of Testing Materials, and also of three or four other affiliated societies. I am also chairman of the committee on tests of that same organization.

Mr. SMITH. Are you interested in both the reenforced concrete tests and the fuel tests?

Mr. HUMPHREY. Yes; I am interested in both of them, but the major subject is that of structural materials.

Mr. SMITH. The committee will be glad to hear such a statement as you desire to make with reference to the continuance of the appropriation for experiments in structural materials, but I would suggest to you that the committee has no doubt about the value of those experiments, but that the only question in the minds of members of the committee, so far as I am advised, is whether the matter is not in such an advanced state now that it ought to be left to private effort to develop it, as in the case of other inventions.

Mr. HUMPHREY. I would like to say, if I may be allowed, that I did not personally expect to do much talking. My presence here is due to the fact that as president of the National Association of Cement Users and as the secretary of the joint committee on concrete

and reenforced concrete. I had been intrusted with the duty of looking after this appropriation and helping to furnish information which would help you and guide you in determining its merits. In accordance with that idea I had invited Mr. William Barclay Parsons, Mr. Alfred Noble, Professor Burr, Professor Swain, Mr. E. L. Corthell, and two or three other gentlemen to come, and they were to be here; but Mr. Parsons was engaged in a law case, and Professor Burr advises me that he has been unavoidably detained and can not be here; Mr. Noble and Mr. Parsons have sent letters indorsing the appropriation and stating why it should be granted. Mr. John Bogart and Mr. Charles A. Hexamer were also invited to be here, but Mr. Bogart was subpœnaed in a trial in New York and Mr. Hexamer has illness in his family which prevented him from coming.

Mr. SMITH. Pass those letters to the reporter, and he will incorporate them in the proceedings.

Mr. HUMPHREY. I would like those gentlemen to be allowed the privilege of appearing personally, so that you can question them on the subject. I think that they could give strong testimony. Mr. Corthell says he would like to explain to the committee his ideas upon this subject. He stated that a better knowledge of concrete and reenforced concrete in connection with the New York Barge Canal would save \$16,000,000.

Mr. TAYLOR. Knowledge derived from what?

Mr. HUMPHREY. Derived from proper data. That is, he did not feel certain that there was sufficiently reliable data at the present time that would enable him to design safely structures in which reenforced concrete would be used. I think that is the feeling of everyone who has to do with reenforced concrete. Personally, I have been connected with cement since 1891.

Mr. TAYLOR. I wish you would define "reenforced concrete."

Mr. HUMPHREY. It is simply a mixture of sand and stone, or slag, or cinders, which are bound together with Portland cement. This material has no strength whatever to resist what we call bending. It is all right in a mass, for resisting a compressive pressure, but it has no tensile strength; so it is the practice to reenforce or strengthen it by inserting bars of steel at the points where the maximum tension occurs, and in that way it is being used to-day for beams and girders and posts. Of course the amount of metal put in, how it is put in, and the character of the action of the metal and concrete in combination and the strength that should be allowed for that material are not yet determined. They are largely used by rule of thumb.

The most progressive in this line are those who have patented methods of reenforcement, and each has its own tables and formulæ for the design of structures, and is usually based on an excessive use of this particular reenforcing material, because this is what they are selling.

Our committee, which embraces about 40 of the best-known engineers in the country, have been trying to collate all the existing literature and existing tests with a view to obtaining some general information upon which we could base proper and reliable formulæ, so that we could give to the people at large rules for the proper design of structures in concrete and reenforced concrete. We also have a committee on failures, and we are endeavoring to collate information as to structures that have collapsed or failed in any way and to

determine the causes. It is almost impossible to get information of this character, because the people interested in the erection of such structures are equally interested in concealing the information as to why the structure failed. We are trying to get data from which we can draw safe conclusions, so that we can prepare proper rules for the design of buildings and other structures.

Mr. TAYLOR. Can you tell why the Government should do that rather than an individual?

Mr. HUMPHREY. A private laboratory engaged in the business of making commercial tests has not the time or opportunity to do this work properly and exhaustively. At first our committee thought we might carry on such investigations at the technological institutions and for the last two years we have had 12 institutions making the tests for us, with a view of determining whether we could secure from this source the information we felt we must have. We have collated the information thus obtained. It is interesting individually, but you can not compare the information obtained from one institution with that from another, and the reason for that is that the students who have conducted the investigations are unskilled, and the results show such irregularities that the results can not be depended upon. Such institutions do not have the time, and generally neither the facilities or apparatus for carrying on an extensive series of tests such as are required for reliable data, besides the inexperienced, unskilled student labor greatly impair the results.

Mr. TAYLOR. In other words, it is amateur work, and the Government is the only expert in the country?

Mr. HUMPHREY. Yes; and not only that, but such investigations involve the expenditure of a great deal of money. We tried to raise money for this purpose, and found that it was not practical to raise \$100,000 by outside contributions.

Mr. TAYLOR. Is the matter of money of as much importance as the character of the work, as to its being amateur work or experts' work?

Mr. HUMPHREY. If you are going to have amateurs do it the results will not be valuable. The results in order to be of value must be backed up by a disinterested person who has authoritative standing, and only the Government can give that standing. If you rely upon commercial interests to do this work you will find that they are more or less biased in favor of their own specialty. For example, every test published in a trade journal concerning a reenforcing bar, usually a patented bar, carries with it evidence that the tests made are particularly favorable to that bar, or else would not have been published. Not only that, but such tests are made on test pieces especially designed to exploit the best points of the particular bar under test, so that such results are unreliable.

To-day we have a peculiar condition, in which, through a lack of adequate information, we are using large quantities of patented bars in excessive percentages in order to insure a sufficiently large factor of safety, or more properly called, a factor of ignorance. Columns are often reenforced with steel where it is unnecessary, while beams and girders are often insufficiently reenforced. I have recently personally inspected buildings that have collapsed, and in nearly every case the cause was improper design and bad workmanship, due to a lack of a proper knowledge of the subject.

Mr. TAYLOR. What do you mean by "recently?"

MR. HUMPHREY. Within three or four months. At Duluth, Minn., a grain elevator passed through the fire successfully, and the fact is being widely heralded, and yet people forget that when that elevator was originally built it collapsed, through faulty design, and had to be rebuilt.

There is very little accurately known of the value of the materials of construction, and this is particularly true of concrete and reenforced concrete.

The rapid and practically unchecked development in the use of concrete has been a matter of wonder even to its most enthusiastic advocates, and has been viewed with apprehension by those best informed on the subject and who are as well aware of its weaknesses as of its strength.

The extensive use of this material at the present time, in the absence of adequate knowledge of its properties, is made necessary by reason of its great economical importance, which becomes yearly more so as wood and other temporary structural materials become more scarce. Besides, its great fire-resisting qualities make it especially desirable as a building material.

As already stated, the joint committee on concrete and reenforced concrete, composed of the leading experts of this country, after several years of labor in an effort to secure reliable data on which to base a report, has reached the conclusion that such information does not exist, and further that it appears impracticable to secure it from private laboratories or technological institutions.

The only feasible plan would be to conduct such investigations as would yield the desired information at some central point by disinterested persons, where the conditions are uniform, and with skilled men, thereby securing as comparable results as possible.

Such conditions are to be met only in a government laboratory; no other interests could conduct such investigations as would be reliable and as comparable as possible to secure, and as would be received as imparital and authoritative.

The necessity for exhaustive tests to determine the value of the various materials which enter reenforced concrete and of the combination of these materials is very great and affects more or less every big industry of this country.

The question has been asked me why men will go into this matter of investigating these materials and devote their time to it without compensation if they are not interested in it and do not expect to receive some direct benefit. The professional engineer is peculiar in this particular. He spends money and time in advancing scientific research without expectation of remuneration. Take our 40 men interested in this particular work. Every one attends the meetings of the committee and personally spends from \$100 to \$200 a year for the expenses incident to these meetings, and for which they never get a cent in return.

These contributions to science by the engineer are made readily and without expecting to profit in any way, personally.

The various committees composing the joint committee find they can not make a report to their respective societies under the present conditions and in the present state of our knowledge of the subject, and they therefore appeal to the Government to carry on these tests and investigations. It is only the Government that has the power

and the facilities to carry on these tests as they should be carried on, and it is only the Government that has the confidence of the people, which is necessary for the acceptance of conclusions reached in such investigations.

This country is not keeping pace with the progress in other countries, such as England, Germany, Switzerland, and France, who are all carrying on investigations and work of this kind, and it helps those countries materially in their commercial progress. Germany has taken a leading position in the world in the study of industrial economics, largely because that Government has been in sympathy with and given financial assistance to the investigations of such matters. Wood is rapidly disappearing in this country, and other structural materials are becoming quite expensive. Reenforced concrete is being used now to a great extent in the most dangerous and often absurd manner by people who know little or nothing about its properties, and I think the reason is that it affords an economical substitute for these materials. Builders find that they can erect these structures with cheap, unskilled labor, and quickly, and that in the construction of such structures they can save anywhere from 20 to 50 per cent on the cost.

The average builder does not care very much about the stability of the thing, if he can deliver the building and get the work done quickly and profitably. And in order to increase his profit often reduces the amount of material used to as near the limit of safety possible and not have a collapse. This is the condition that prevails to-day. The fact that we have not had more serious collapses involving loss of life is more miraculous than otherwise. It has not been due to any considerable amount of foresight on the part of the builders. The failure of the Johnson Service building, in Milwaukee, Wis., was due to a lack of knowledge as to how the beams and girders should be erected.

MR. TAYLOR. Where is that?

MR. HUMPHREY. In Milwaukee. One of the large buildings on the Pacific coast, one of the earliest buildings constructed there, has required strengthening, because the material of which it was constructed (reenforced concrete) was failing. You may ask, "How do you expect to determine the value of reenforced concrete at the end of a number of years in a year's time?" In answer, I would state that you can, for instance, load and unload a test piece a great many times with a load well within the elastic limit of the material and determine in two or three months what effect such repetition of that load is going to have on its strength. Thus obtaining in a relatively short time results which, in actual construction, would require years to develop. You can not get a single constructing engineer to-day that can give you any authoritative statement on the subject of the proper formulæ for the design of structures of this material. Every person that writes a treatise on the subject will give you his own particular theories and formulæ, but there is no concordance.

We hope that the United States Government will do this work. Within a year at the outside they can give information that we must have, and information that the world must have. You gentlemen are very busy, and your time is limited. I am full of this subject. I do not know what information you desire. I have endeavored to give you some valid reasons for the continuance of this work by the Gov-

ernment, and reasons why I think this appropriation should be made. If you desire further information on this subject I shall be glad to answer any questions.

Mr. SMITH. What foreign countries do you say carry on these experiments out of their government treasuries?

Mr. HUMPHREY. The royal station at Charlottenburg, Germany, and the station at Zurich, Switzerland, and a similar institution in Paris, France, under the Ponts et Chaussées.

Mr. SMITH. If that is true, why are they not able to furnish the data to the world?

Mr. HUMPHREY. I think we Americans are much more rapid, and work much more rapidly than they do abroad. They go ahead and spend twenty years, perhaps, in study before they get any results. What we want is immediate results that we can use now. We are pioneers, more or less, in this country in reenforced construction. The reenforced concrete was first used here in this country; and while the foreign countries have carried it on and probably have done more things than we have, nevertheless to-day America is beginning to lead the world in the application of concrete as a structural material.

Mr. SMITH. How many years has Germany had this governmental support for it?

Mr. HUMPHREY. I could not tell you in actual years, Judge, but I should say twenty or twenty-five years. Perhaps Captain Hunt could tell.

Captain HUNT. That is about it; not necessarily in concrete, but as to the tests.

Mr. HUMPHREY. Yes; tests on the technicology of building materials.

Mr. SMITH. Which of these three countries you have mentioned has been at it the longest?

Mr. HUMPHREY. I should say Germany, probably, and after that Switzerland.

Mr. SMITH. Your reason for believing that the American Government should continue experiments on that line is that you think we could progress more rapidly than they can?

Mr. HUMPHREY. Not solely. The reason is an economic one.

Mr. SMITH. I ask you the question, If other foreign countries have been at work upon this for ten or twelve years, why can we not use that data? As I understand, your only reason is that you think the Americans can progress more rapidly than the scientists of those other countries.

Mr. HUMPHREY. You misunderstood my answer, and I misunderstood your question. Germany has been investigating building materials for years, but they have not made much progress on this question of concrete.

Mr. SMITH. Has any foreign Government spent any considerable amount of money on the study of reenforced concrete?

Mr. HUMPHREY. Yes; they have.

Mr. SMITH. Then, if there are other countries that have pursued this investigation, why will not that furnish to the world an abundance of data upon this subject, unless, as you claim, the Americans will make more rapid progress than the foreigners?

Mr. HUMPHREY. The material that enters into reenforced concrete is crushed stone, limestone, sand, and gravels. One of the things

that was done last year at St. Louis was the gathering of such materials from all parts of the country and making comparative studies of the strength of these materials in different mixtures. You will be surprised to see the range of strength there is in these materials.

Mr. SMITH. Is there any more range in those materials as to relative degrees of strength than there is in the strength of different qualities of limestone? The strength of limestone, you know, varies very much—from nothing to something which may be very great.

Mr. HUMPHREY. Yes; that is true. If the aggregate is weak, you concrete must be weak; and it is in order to give the engineer and the users of concrete some idea of the strength of the material which he is going to use that these investigations and inquiries are necessary. All these factors of the strength of materials vary with different localities and the classes of materials used. The results at one point will only approximate those at another.

Mr. SMITH. That is a study of the subject of concrete, not reinforced?

Mr. HUMPHREY. Yes; but the investigations would embrace not only the materials that enter into concrete, but the material as it must be reinforced to resist the strains that it is subject to.

Mr. SMITH. The chief persons who would be directly and financially interested in this would be the cement manufacturers, would they not?

Mr. HUMPHREY. Of course they are. Anything that establishes the qualities of a material so well that it becomes generally used would naturally benefit the producers of the material. But the manufacturers will go on manufacturing cement indefinitely. Cement will always have its uses, whether these investigations are made or not, and the consumption will constantly increase.

Mr. SMITH. It has been multiplied in recent years, has it not?

Mr. HUMPHREY. Yes.

Mr. SMITH. And all the cement establishments in this country are in a combination, are they not?

Mr. HUMPHREY. I know them all very well. They have an association, but it is not a combination. They can not control prices. It has been absurd the way the prices have ranged in recent years.

Mr. SMITH. They were able to control prices in the bids on the Arizona irrigation dam not long ago.

Mr. HUMPHREY. The railroad rates operated materially in determining the price of cement in that case. The cement manufacturers could not quote a low enough price for the product to be delivered there.

Mr. SMITH. The Government, however, could produce it on the spot for about half.

Mr. HUMPHREY. I hardly think they will be able to make it for half. Probably they could make it for less. There is no question about that.

Mr. SMITH. Why should not these cement men be the proper men to pay for the discovery of things that would tend so greatly to increase their business?

Mr. HUMPHREY. I might say, in representing our committee, that personally I have tried to raise money from these people, and I confess to you it is like trying to get blood out of a stone. I will be absolutely frank with you. We have good reason to know that it would



be impossible to raise sufficient funds from them. You may ask, "Why are you so interested in this appropriation?" I have been, unfortunately, delegated by our committee to look after this appropriation.

Our committee, aside from the prospect held out in the establishment of this governmental testing plant, has no prospect of being able to formulate a report, because thus far they have not been able to secure the information they require. They have appealed to the manufacturers of cement and failed to secure adequate assistance. They can go to the patented bar people, and they will say, "Yes, we will give you all the money you want, but you must investigate our bar." They are interested only in the investigation of their bar and in its exploitation. What we want is to make tests of this material independently of any patented process.

MR. SMITH. Should you not experiment with every patented apparatus if you are trying to find out the tentative rules that govern the principles of construction in this line of work?

MR. HUMPHREY. Yes; but there should not be any restrictions placed on these tests.

MR. BROWNLOW. If the cement people themselves should take this matter up and investigate it, would the authority given by them, or the acceptance of their authority on the part of the country, be worth anything? That is, would the country accept their findings?

MR. HUMPHREY. No, sir. That would be another drawback. If it was shown to be particularly favorable to concrete, it would not be accepted by the engineers and other users of the material, because it would be felt that the manufacturers being interested in this thing they are naturally biased.

MR. SMITH. Do I understand you have taken this thing up as a cement manufacturer or as a cement user?

MR. HUMPHREY. The organization of which I am the president is made up of men who use cement in all parts of the country. Our convention at Milwaukee in January of this year had a thousand men in attendance, and they came from all parts of the country. They were men not accustomed to spend a dollar for nothing. They were men of moderate means. They were the fellows who put down sidewalks and make concrete blocks, and build structures in concrete and reinforced concrete.

They spent their own money. Why? Because they want information about the properties of this material.

At this convention of which I speak they passed a resolution requesting the president to come down before your committee and tell you why they wanted the investigations at St. Louis under the direction of the Geological Survey continued, and how important the work was to them. Letters have been sent to the various Congressmen by these men, urging them to see that the appropriation is made. That has been done because these men want to be helped, and they deserve to be helped.

MR. SMITH. The evidence here shows that the most of the letters that come to Congressmen have been sent out by these men in the Geological Survey, asking people to write letters to their Congressmen to influence this legislation. There has not been a letter that has come to our attention that did not emanate from the Geological Survey.

Mr. HUMPHREY. The various committees with which I am connected have reported to their societies and associations and have stated that unless the requisite information was obtained through the Government they would be unable to make a report, and advised that this appropriation was now pending and requested everyone interested to write to the Member of Congress from his district calling attention to the matter and bespeaking his consideration in securing its passage. The members of our societies have written to their Congressmen asking their services in behalf of this bill. It may have been a mistake, but it was done feeling that this was the best way of interesting Congress in the merits of this work.

Mr. SMITH. My district is covered with these men making cement blocks, but, nevertheless, I have not heard from any of them.

Mr. TAYLOR. I have not got a letter from a single soul in my district about this except from the State geologist, who makes it a practice of writing me regularly every year about the Geological Survey.

Mr. HUMPHREY. I was out in Ames, Iowa, at the convention of the Iowa Association of Cement Users. I delivered an address there. I do know that this association passed a resolution asking Congress to make adequate appropriation for the continuance of the investigation of structural materials, and the president of this association requested the members to write to the Members of Congress asking them to advocate this appropriation.

Mr. SMITH. I suppose there are 500 people in my district interested in cement factories and things of that sort and I have never got a letter from them about this.

Mr. HUMPHREY. The association, Judge, passed resolutions asking Members of Congress to advocate this appropriation. Your name was mentioned as one of those they should write to, and I have received letters from members of this association stating they have written to the Member of Congress from their district. In some cases the replies of the Congressmen were inclosed.

Take the situation up in the Dakotas. I attended a meeting of the North-West Concrete Products Association, and in that district men came from all over that section of the country for the purpose of securing information as to how they could get the best results with the materials available, because their wood and stone was scarce and becoming more so each year. They had only sand in abundance, and they wanted to know how to best utilize it in the manufacture of concrete blocks, etc. You probably may know how difficult it is to turn out a good block, one that has the compressive strength and is impervious to water and is durable.

Of course investigation work of all kinds can be looked at from great many points of view, but we never make progress unless we get facts that are right. For instance, in France many investigations have been made and many theories have been advanced, notably those of Considere, which have proven to be wrong. Information is not available in reliable form, and the present condition of the subject is chaotic. We hope, therefore, the Government will come to the rescue and will make such investigations as will yield data on this subject that will be reliable.

Mr. SMITH. How many years do you think this should be carried on?

Mr. HUMPHREY. If the Government undertook this investigation next year they would get information that would be valuable to all

parts of the country. Everybody interested, whether they be engineers, contractors or not, would be benefited.

Of course you understand, Judge, that the amount of investigation work on any subject can be made voluminous or not, just as you wish. Take the investigation of timber, for instance. No better work in the world has been done than that by the Bureau of Forestry, and it has been invaluable to all users of this material. Mr. Miller, who is to follow me, has been trying to collate information for use in the preparation of a new building code for New York, and he will tell you of the trouble he has had to get reliable information that could be put into this code which would so control building operations as to properly safeguard the public.

There is another important reason why the Government should take this up, and that is the immense amount of money that the Government is spending in the construction of the Isthmian Canal and in its irrigation work, in the construction of its public buildings, and in the work under the control of the War and Navy Departments. That information, if available, would save millions of dollars to the Government, and this appropriation would be a mere drop in the bucket compared with what would be gained or saved.

The CHAIRMAN. Has not the Government facilities now for making tests independent of the tests of the Geological Survey?

Mr. HUMPHREY. The Government, of course, is the purchaser of material, and makes tests for the examination of that material, but—

The CHAIRMAN. For example, the Government is spending several million dollars in the construction of a House of Representatives office building. All of that material is tested, and it is tested by the Bureau of Standards.

Mr. HUMPHREY. There is a distinction between tests such as we know as commercial tests, made to determine certain strength values regarded as necessary, and tests or investigations of structures in which principles are involved—principles of design. That is the trouble at the present time.

There is no governmental bureau to carry on investigation work of this sort, because it should be done by persons who do nothing else if results of value are to be secured. Where it is conducted in conjunction with the tests of materials being used in the various structures erected by the Government it must be carried on as the routine tests will permit. At times in the rush of routine work it must be dropped entirely and often for a long time, and in that way you lose the valuable data that can only be obtained by a consecutive or continuous and regular system of tests; and it should be taken up by somebody that is not involved by routine tests for the reception of materials going into public buildings. This work should be the investigation of principles under which the material is to be used, the theories involved in this question. That such information is needed by the Government is attested by the fact that those departments having the facilities endeavor to sandwich such investigations in with the routine work.

This work should be coordinated so as to avoid duplication.

Mr. SMITH. They had only \$7,500 last year, and they want \$100,000 for next year. We have just been through the tests of coal and lignites, in which they got \$70,000 the first year and \$227,000 the second year, and now they want \$250,000 for next year. We are somewhat timid

about getting into these enterprises, because we do not know how far we will have to go.

Mr. HUMPHREY. An appropriation of \$7,500 is utterly inadequate. A testing machine would cost you at least \$2,000 to begin with. The testing of a concrete beam alone takes four or five men, the load being applied to it at regular points, and the behavior of the beam measured with instruments; the beam is tested to destruction. It takes five hours to make a test of that kind. If you give them a certain amount of money and it is small, say \$20,000, then the amount of work they can do with that amount of money is limited. If you give them \$100,000, then they can do more than five times that amount of work, and the public can get the information that much more quickly.

Mr. SMITH. Personally I would like to get you committed. Mr. Humphrey, on this: If we give you this \$100,000 this year whether you would not come back and ask for \$200,000 next year?

Mr. HUMPHREY. I do not mean to say that you can exhaust the subject in a year. That would not be within the bounds of reason. But \$100,000 expended this year would give an immense amount of valuable information to the public and to the Government. It would result in a saving of an amount many times more than the amount involved. The more the Government grows, the more raw materials are consumed by it, the better the Government is; and the encouragement of this industry, which is yet an infant industry, such as would result from these investigations, is the same as the encouragement the home industries receive through a protective tariff, by which products from other countries are kept from competing injuriously with those produced in this. You should furnish information so that men can construct these structures with safety. Some parts of buildings as constructed now are ten times stronger than they need be, and at the same time other parts are not nearly strong enough. The builders do not know where the weak points are. That is the situation to-day.

Furthermore, Mr. Hexamer, who is the expert for the National Board of Fire Underwriters, wants to present to you the reasons why these investigations would be of great value from an insurance standpoint. The insurance companies are not willing now to make low rates on these reinforced concrete buildings, because the properties of that material have not been demonstrated thoroughly, and the insurance companies are discriminating against concrete as compared with timber and other forms of construction. Yet I am of the opinion that there is not a better fire-resisting material to-day than concrete. By carrying on this work of investigation you are going to help every man that has such a building, by giving the insurance companies data on which they can lower the rates of insurance and not discriminate against it.

Mr. SMITH. Have you any questions, Mr. Chairman?

The CHAIRMAN. Mr. Witness, have you any further statement that you wish to make?

Mr. HUMPHREY. I would like to say, Mr. Chairman, that while on my fixed Thursday for the last day of this hearing, I was obliged to make a hasty trip for the purpose of asking Mr. Parsons, Mr. Noble, Mr. Corthell, Professor Burr, Mr. Hexamer, Mr. Crosby, and a number of others to appear before you gentlemen. Mr. Corthell is detained in New York by a meeting of the barge canal board, Mr. Burr is detained

by an accident, and Mr. Parsons by a lawsuit. We want to give you ample reasons why these tests should be made. We want you to have all the facts. I think these letters that I have filed here from these gentlemen will tell you why these tests should be made. These gentlemen are all men of standing in their profession and their opinion should carry weight.

The CHAIRMAN. Why is it that the importance of making these tests was not discovered long ago? Why is it that so recently the importance has dawned upon the building profession, that of engineers and architects?

Mr. HUMPHREY. Two and a half years ago, when concrete first began to be used to a marked extent, the American Society of Civil Engineers appointed a committee on concrete and reenforced concrete, with instructions to prepare recommendations covering its use, and to affiliate in its work with similar committees of the American Society for Testing Materials, the American Railway Engineering and Maintenance of Way Association, and others, and they worked for two years trying to collate the existing literature on the subject and the results of such tests as had been made; but they found that these tests had been made for the most part in colleges by students inexperienced and unskilled, and they were, therefore, of little or no value.

Then they tried to supervise a series of investigations in some twelve college laboratories, under competent inspection, and after collating these investigations they found they were not comparable and did not furnish the information desired.

During the World's Fair at St. Louis a series of tests was inaugurated, which, at the close of this exposition, the Geological Survey undertook to complete, and the results obtained were so good that our committee tried to get the Geological Survey to take up the investigations it desired to have made, and the Survey did agree to take it up. That is the condition to-day.

Mr. TAYLOR. Who originated the tests at St. Louis?

Mr. HUMPHREY. You mean in the laboratory?

Mr. TAYLOR. In the exposition. Who began that business of testing structural materials?

Mr. HUMPHREY. These investigations originated in this way: The cement manufacturers decided to make an exhibit at the exposition for the purpose of exploiting the American Portland cement industry, and as a part of this scheme they decided to erect a building there of reenforced concrete, a single story building, simply to exploit the use of this material. They installed a model testing laboratory in this building for the purpose of showing how Portland cement should be tested. They found they had some spare time, and they thought they had better take up some other testing work, and then they commenced the investigation of sands, gravels, and stone from different parts of the country with a view of securing data of value on the strength of these materials in the various parts of this country.

Mr. SMITH. You say this cement building at the St. Louis Fair was made of reenforced concrete?

Mr. HUMPHREY. Yes, sir.

Mr. SMITH. There was no necessity for reenforced concrete in a building of that magnitude, was there?

Mr. HUMPHREY. Yes; although it was primarily to exploit the use of reenforced concrete. The girders, for instance, are of 30-foot span,

and the walls are only 4 inches thick. It is entirely of Portland cement. There is nothing to burn. It is fireproof. That was one of the objects in view—the exploitation of a thoroughly fireproof building. The roof, the top covering, was only 2½ inches thick. The whole was an attempt to exploit how thoroughly Portland cement could be used in every part of a building. The windows would have been metal with cement-filled sashes if we had been able to get deliveries in time. That was the only defect in the whole building. Ordinarily they veneer concrete with brick or some other material, but that building has a natural concrete finish.

Mr. SMITH. I never dreamed until now that it was reenforced concrete.

Mr. HUMPHREY. Yes. The center beams are 30-foot span, and reenforced with ½-inch round bars.

If the committee should be willing, I would like to take some short time next week, when we can get these other gentlemen here, to make a number of statements to you. I do not know that I can add anything to what I have already said. I do not want to reiterate all the points I have already made.

In conclusion I want to repeat, by way of emphasis, that the 40 men composing the committee which I represent after two years' labor have been unable to secure, either from tests already made or from tests made under their direction, the information required in order to prepare rules governing the safe and economical use of concrete and reenforced concrete, and, further, that such investigations as will secure this data must be conducted by an impartial and disinterested party and that they believe that the proper party is the United States Government.

Captain Hunt, of Chicago, is here, and I would like to have him present his reasons why these investigations should go on.

APRIL 17, 1906.

RICHARD L. HUMPHREY, Esq.,  
*Cosmos Club, Washington, D. C.*

MY DEAR SIR: It is with much regret that I find myself unable to join the other engineers in appearing before the committee to urge the passage of an appropriation for testing reenforced concrete. This is a material the use of which has developed tremendously in the past few years, and which is certain to take a much greater part in general construction in the future. It is something which will not only be utilized in heavy engineering construction and make possible the building of structures that would be too costly in steel, but it can also be used in the building of houses where wood in the past has been so much used.

Investigators all over the world have been examining the properties of this combination of metal and cement, but such investigations have been individual in character, have been conducted along special lines, and have not been of such an order as to form the basis for absolute deduction for all cases. Unfortunately, too, a great number of these investigations have been made by parties who had special interests in the results, and their conclusions, therefore, can not be safely followed.

If reenforced concrete can be used safely in all sorts of building construction, small as well as large, the people of this country will reap the benefit of being able to secure fireproof and permanent construction at moderate cost. To know how to make two such dissimilar materials work in unison requires a careful, accurate, and systematic investigation of such a broad and general character as to form an absolutely safe basis for deduction. Such an investigation is beyond the scope of any individual investigator or the laboratory of any of our great universities; it can not be done by a combination of manufacturers or parties interested, because the results must be obtained by persons absolutely disinterested if they are to be relied upon. It seems to me that this investigation can be carried on only by the aid of the Government.

eral Government; and as all the people are interested in the results, it would seem to be a perfectly proper thing for the Government to undertake.

I certainly hope you will be successful in your efforts, and you may have me recorded as being unqualifiedly in favor of the movement.

Very truly, yours,

WM. BARCLAY PARSONS.

NEW YORK, April 17, 1906.

MR. RICHARD L. HUMPHREY,  
*Care of Cosmos Club, Washington, D. C.*

DEAR SIR: I regret very much that it is not practicable for me to appear before the committee Thursday, for reasons which I have explained to you.

The subject of reenforced-concrete construction is one of great importance to all who are interested, financially or otherwise, in economical building. The saving in cost often effected by this system of construction is very marked and is attested by many examples, both in the United States and in other countries, but the too frequent failures of such construction, resulting in great losses of property and in some cases even loss of life, cause many engineers and builders to distrust the system, and therefore the possibility of great saving in cost is frequently lost.

The failure of an engineering construction is usually due to faulty design or bad construction. Unfortunately, when a failure occurs the parties responsible are pretty certain to be interested in concealing the facts, and the several failures that have occurred have not furnished information as to cause, which might have been expected, but have caused distrust of the system, which to a large extent is groundless.

During the last few years quite a large number of tests of reenforced concrete beams and reenforced concrete floors have been made, the former at various colleges where expert workmen were not available, and the latter by patentees of various forms of steel rods; in either case the results are open to question, and, in fact, there are great discrepancies in them. Like all new methods of construction this one is being used unskillfully, and the many failures show that too great risks are taken.

The only practicable way to make the undeniable advantages of this method of construction immediately available, to determine the conditions suitable for its use, and to lay down the principles which should govern the design of such structures, is a careful and thorough investigation by competent men with sufficient funds to carry it out. The committee of which you are a member is well fitted by experience for the work and has the confidence of engineers and builders, but the work will require a considerable sum of money which its members can not provide, and I earnestly hope that Congress may grant you the assistance you ask.

Very truly, yours,

A. NOBLE.

[Telegram.]

R. L. HUMPHREY,  
*Cosmos Club, Washington, D. C.:*

Regret greatly impossible to be in Washington to-day. Would gladly aid in securing appropriation.

WM. H. BURR.

# STATEMENT OF CAPT. ROBERT W. HUNT, OF CHICAGO, ILL.

MR. HUNT. Mr. Chairman, I have been invited to come here, and I come with great pleasure, simply because my heart is in this thing, through my conviction.

THE CHAIRMAN. Who asked you to come, Mr. Hunt?

MR. HUNT. Mr. Humphrey asked me to come. I will start my talk either in my own way or as you may desire, Mr. Chairman. I do not know whether you know who I am or not.

THE CHAIRMAN. Tell us what your occupation is.

MR. HUNT. I am an engineer, and I am a manufacturer of steel. For the last ten years I have been at the head of Robert W. Hunt & Co., testing and inspecting engineers, with offices in the principal cities of

the United States and in England. We are the largest concern of that kind in the world. Our clients are principally the railways of the United States, as well as private individuals, and very often the United States Government. We test and inspect material of all kinds, and fuels, and make efficiency tests of fuels—of their consuming capacity and cooking qualities. We have our chemical laboratories and our physical laboratories.

I happen to be president of the American Institute of Mining Engineers this year, which perhaps gives me some status. I have been president of the American Society of Mechanical Engineers. I am a member of the American Society of Civil Engineers, and a member of other scientific and engineering associations. I have had quite a long life, gentlemen, and naturally I have seen a great many things happen in this country, some of them historical, that bear upon this subject.

In the early seventies the Government made a small appropriation for the testing and reporting upon iron chains, particularly cables and hawsers. If my memory serves me aright, on that Commission were Commodore Beardsley and Alexander L. Holley, a noted scientist, meteorologist, and engineer. They went as far as they could, and made a report which remains to-day the only reliable report on iron chains, up to the extent they could go. The appropriation was exhausted. Congress, in its wisdom, or the committee who had charge of it, voted not to continue it. The engineering societies of the United States and the manufacturers generally entered a solemn request that it should be done, and presented their arguments and reasons to pretty much the same extent as is being done here before you now. It was ignored. That was in the seventies.

The world saw what good they had done and thought there was a field for them to continue that work and to help the commercial and industrial interests of the country.

It happened just about that time that a new metal came into the world, through the discovery of the manufacture of Bessemer steel, as to the use of which very little was then known. It was accepted under the name of steel, and it was thought that it had to be treated accordingly. A great many mistakes occurred in that use. The principal way in which it was applied was in the form of railway rails, in place of iron rails, and while it gave wonderful results, still in some cases it was unsatisfactory. There was nobody whose business it was to investigate that, and to carry on a regularly planned investigation, and so there was a general discussion, and it resulted in a number of railroads refusing to use it at that time.

The Pennsylvania Railroad reported that their observation was such that they decided that it was a mistake to use rails with steel of high carbon; that it ought to be steel of low carbon. While that was combated by others, still, having the indorsement of the Pennsylvania Railroad, it was accepted, and if you will ask the railway experts whose experience dates back to the seventies, they will tell you it cost the railroads of this country millions of dollars because they were wrong in that opinion.

The Pennsylvania Railroad, in their business way, based their deductions upon too few observations, and were deceived, whereas if the investigation had been pursued on well-defined and extensive lines, in all probability it would not have happened. They said the steel should not have over 30 points, that is, thirty one-hundredths of 1 per cent



of carbon; but to-day there is not a rail that will be received that will have less than a half of a per cent. They wore out just like pot metal.

I instance that case as having happened largely through the fact that, through a mistaken policy, the United States Government declined to contribute a few thousand dollars to allow those investigations to be taken up and to employ experts to whom this new metal could have been referred for advice.

Now another new metal has come up. Bessemer steel is being crowded out of the market through the ore necessities of the country, from the development of the ores, the character of the ores, by a steel that is known as basic open-hearth steel. The engineering profession to-day is not settled as to exactly the discrimination in the classification that ought to be made in the use of these two metals. There is a field that ought to be investigated by somebody.

When you come to the use of fuels, it is notorious that the very largest per cent of fuel is wasted. A very small fraction of efficiency is obtained. The rest goes into the air, is dissipated, and does good to nobody. That is wicked, because while you may make bad flour and spoil wheat you can sow wheat next year and raise more, but you can not get any more coal ever. The system of mining is carried on in such a way that a large per cent of the coal is left in the ground in such a condition that it can not be obtained again. That ought to be investigated.

Then we come to questions of coking—what fuels will coke and what ones will not, and how in some instances other fuels will not work satisfactorily, and whether that ought to be done so as to save by-products.

I can not give you the exact figures, but it is so startling that if the nitrogen that is wasted could be saved it would be a boon to the agricultural interests of the country, amounting to about 2,000,000,000 of tons, multiplied by over \$50 a ton. Nitrogen is worth that for fertilizing purposes. We do not know that that can be saved. Probably it can not all be, but a large percentage of it can.

As I take it, this investigation, for the continuance of which we are asking money, is right along those lines. Then, again, this material of reinforced concrete is a new thing presented to us. Of that very little is known, as you have just heard from the preceding speaker.

Now, as to the values of cement, let me answer one question you asked of my predecessor: "Why will not the results obtained abroad in similar investigations be equally desirable to us here?" The answer is, as he said, because they are obtained through different materials. Everything is now called Portland cement, but it is of no value to us to know what that will do, because we can not afford to use it in Iowa and Illinois. We want to use the material that is met with at our doors. In the Far West you want to know how to use that material upon your dams and irrigation works to the best advantage.

The CHAIRMAN. Why is it that genuine Portland cement can not be used here?

Mr. HUNT. It is because of the cost. We make just as good cement to-day here; but I mean the cement made at Portland, England, from that Portland stone. We can not use it because we do not have it. It would cost us too much to get it. We must take the materials we have and try to get equal results with them.

The CHAIRMAN. We are doing it.

Mr. HUNT. Yes; but all cements are not "equally good" as a certain Kentucky product is said to be. [Laughter.]

The CHAIRMAN. You speak of its being the duty of the Government to make these investigations for the purpose of demonstrating the best way of utilizing these new discoveries of metals, minerals, and so forth. How many branches of industry in which the people of the United States are engaged are there where it would be just as much the duty of the Government, upon your reasoning, to make investigations for the benefit of those who are interested in those industries?

Mr. HUNT. I have no doubt there are a number of them. The Government recognizes a number of them. Take agriculture, for example. You are expending, if I mistake not, \$25,000 a year on each of the agricultural colleges of the States, and about \$15,000 a year in every State and Territory, I believe, to make or maintain experimental agricultural stations. Now, I think it is due to these other industries just as much as to the man who plants to receive Government aid.

The CHAIRMAN. In those cases, however, the Federal Government is simply cooperating with the States. The States take the initiative, and the States are responsible for the administration. The Government of the United States is merely aiding by cooperation the investigations which the States themselves are making. But in this case, and in many instances in the Agricultural Department, the Government has been asked, and is asked, to take the initiative, and bear not only all the expense, but also conduct the investigations under its own supervision. The question that most bothers me, as a member of this committee, in view of the great growth of this service in the interest of special industries, if we are to continue it, is, Where is it going to stop, and what will be the ultimate expense? Are we not to a certain extent destroying the independence of the people as well as the independence of the States by having the Federal Government assume the initiative and carry on all these investigations which have heretofore been conducted by individuals and the States themselves?

Mr. HUNT. In this particular it has never been conducted by the States. In this line, to my knowledge, the individual has conducted it for his own individual benefit, and if he is a manufacturer for his trade benefit and not for the benefit of his neighbor, and I do not take it, as I understand it, that this is for any special industry. It is for the people at large, because the people at large are going to benefit by the results.

The CHAIRMAN. You might say that of 50 other industries where the Government could conduct scientific investigations with respect to such industries, where the people at large would be benefited, and yet is it a part of the governmental function to undertake to supervise and investigate the domestic affairs of the people to the extent that Congress is now being asked to exercise such investigation and supervision?

Mr. HUNT. Broadly, to my mind, yes, sir; emphatically, yes; because the people pay for it, and they are only getting back in that form that which they give. This money is not created by the Government. It is money created for the Government, and it is for the people to say how that money should be expended and get some of it back, at least in the results. This is to a large extent only an opportunity to individuals who are not members of the Government or employed by it to contribute to the great results. I am not getting any-

thing out of this, and still if this investigation goes on as far as I can I am only too glad to contribute by knowledge and judgment and advice in its prosecution.

I can not do it myself. I have got to live. We have over a hundred investigators. We have over 100 men. We have a pay roll of \$125,000 a month, but those men are obeying instructions. An engineer comes to me with specifications; he has made a contract. No matter what the material may be it is our duty to take those specifications and to take that contract and see that he has delivered to him what he has purchased.

In my judgment his specifications may be all wrong; but it is not to my interest and living to argue with him and tell him he is wrong. He does not want me to do that. The results that I obtain for him are his personal property, and I am not at liberty to give those results to any other man. Therefore they do not do the general public any good. If they are satisfactory, they do that particular concern good, but I can not publish those results. I can not use them in my writings, to say that under these specific conditions certain things happen. Of course I can assert it as a general principle. It seems to me that the light I need in my business allows me to see the necessity for the maintenance of some place, some establishment, where you will have unbiased determinations.

If I mistake not, I think you will have requests from practically every engineering society of the country to foster this work.

I am going to be perfectly frank with you as to how long it should continue. If I were a member of your committee I should want to look into that, just as you do; but I give you my judgment that it is wise and right for you, and in accordance with the proper performance with your duties, to recommend this appropriation for this year.

Now, if these people do not accomplish the worth of that money, next year is another proposition. If they do, and if they will present to you something to be done next year, it is the duty of the next Appropriations Committee to continue them. If they do not, discharge them and get somebody else; but if they get results that are of use, continue them.

I should be sorry to say and believe that this year will wind it up. It may wind it up on a particular thing. But they will get together a trained corps of men, and nobody but a trained corps of men are worth anything. I will not employ a boy just out of college to put him in a position as inspector. I want to employ a man who has learned the value of observation, and that is the only way I can get results that will enable me to continue my business, and so it will be a valuable thing if they can get together a corps of good men—men who are devoting their lives to it. It is their life. It is just like an army officer. What does his pay amount to? No man could afford to go into the United States Army now for dollars and cents; it must be above that. So it is with the scientist. It is not the money he is getting, but it is what he can obtain as to results, and if these men get results, you ought to keep them; if they don't, take their places away from them.

Mr. SMITH. Is there any more difference between the value of the concrete blocks in the United States as now manufactured and brick; that is, the value of the service, durability, and strength?

Mr. HUNT. We can not tell you, but there are bricks and bricks.

Mr. SMITH. Isn't there just as much difference between the best brick and the poorest brick marketed to-day and the best cement blocks and the poorest cement blocks?

Mr. HUNT. Excepting this: That a brick is a simple proposition, and any man who has had any experience at all can tell by taking that brick and handling it; he can get very close to an accurate opinion as to whether it is going to resist water, and he will know whether it will resist crushing strength. If it is soft it will crush, and if it is porous we know very well that freezing and thawing will disintegrate it; we know it will go to pieces. When you come to a cement block, there is a chemical action going on in cement.

You take concrete or cement that apparently does not waste in years and years, prehistoric cement you might call it, it has become adamant; but you take a fresh piece of cement work you can take your knife and pick it all to pieces, but as that gets older it is harder and harder, and sometimes there is such a thing that it will reach a certain stage and then go backward and become worthless. That can only come from chemical action going on between the ingredients in the cement. Therefore it is a much more complicated proposition than the plain brick. Personally, I suppose it is a good thing for me if there are no investigations, because nobody will then know anything, and they will have to go and try to find out.

The CHAIRMAN. I was going to ask if you were not advocating something to injure your own case.

Mr. HUNT. Possibly, but I don't think I ever jeopardized any man's business, because these things always straighten out themselves.

The CHAIRMAN. Of course it would enable you to conduct your business with greater facility.

Mr. HUNT. We want information. I had the honor of making the first steel made by the Bessemer process some time ago, and I didn't know much about that, I can assure you. I thought I did. I had to get it by hard knocks.

The CHAIRMAN. That develops the individual. When the Government undertakes all that, what becomes of the individual?

Mr. HUNT. We didn't want it to do that. When the man turns the sample over to us and says, "Tell us what that is worth. If it is not good, why is it not good?" We will send to you the coals and you tell us how we can coke that coal." That coal may be reached for only a few thousand dollars; but if I have to go down and down I may not be able to touch it unless I have many thousands of dollars, and if I fail I am broke. Of course you can not keep the United States people back. It does not rest whether you do this or not or whether we stop or go on. But I believe it will be a great labor to help us to go on. The foreigners have had this thing going on in many directions. One reason it has not been of value to us is because the materials are different; and the other reason is because we were too slow—too slow to accept results obtained.

The CHAIRMAN. It is true, also, is it not, that the foreign governments have pursued this policy of governmental investigation in subjects of this character for a great many years?

Mr. HUNT. Yes, sir; and they have very largely subsidized other people, too.

The CHAIRMAN. Isn't it a fact, then, that the people are too slow to meet the requirements of the American, due to some extent, at least,

to the fact that the people of those countries have to depend upon the government to do it for them instead of doing it themselves?

Mr. HUNT. They have had a hand on them, and when it is taken off they expand. You know as well as I do the different social status between the two countries. You take an engineer over there, and if he gets \$150 a month, or at most \$2,500 a year from the Government, he sits down happy. You take a fellow here and he wants to go along and do better.

The CHAIRMAN. What I can not see is wherein our condition in respect to these investigations is such as enable us to differentiate them from a hundred other lines of investigation that the Government could be just as reasonably asked and expected to make for the benefit of the people engaged in these various industries. I can not differentiate this in its condition from a great many others, and the question is where are you going to stop the paternalism?

Mr. HUNT. Exactly; you may be right, but you can say, "We are taking this step and are going to try it, and you people have to wait to see whether you get results. If you don't get results we are going to stop the whole thing." If, on the contrary, we want the results from this expenditure of a couple of hundred thousand dollars, we will feel it our duty to do something for you on the same lines if you convince us. I don't think we want it done all at once, but I don't think that you ought to feel that you ought not to do something for the people. The people own you, it is their money, they gave it to you to use—

The CHAIRMAN. They gave it to be spent for Government purposes.

Mr. HUNT. They left it to your wisdom to tell where one ends and the other begins. Of course we can not all agree on these things, or we would not have two parties, and so on.

I don't think I have anything more to say except to tender my testimony and my judgment that I believe in this; and I believe it is the outline. I believe this scheme is well conceived, and from what these people have already done at St. Louis I think it gives us confidence to trust them in a bigger project.

The CHAIRMAN. If the committee should conclude to make this appropriation, is there any special reason why St. Louis should be the place designated where the test should be made?

Mr. HUNT. Not at all, excepting that there is a plant there—the coal plant is there. But there is no reason why it should not be moved. Moving is not particularly expensive. That, to my mind, would be a secondary proposition. It can be conducted here in Washington if you desire.

The CHAIRMAN. I wanted to inquire, however, whether there is anything in the location with reference to material that is being used, or is it more central there?

Mr. HUNT. Geographically St. Louis is a good location. You have the great West and the Northwest, and it is a railway center.

The CHAIRMAN. Isn't Chicago more centrally located?

Mr. HUNT. I think the Chicagoans will say that it is.

The CHAIRMAN. I am asking you to give your candid opinion.

Mr. HUNT. Chicago is a good place. I presume that a location could be obtained in St. Louis for less than in Chicago.

The CHAIRMAN. Do you mean the site for the plant?

Mr. HUNT. The city is spread out there so, and so taken up by industries and things of that kind that you probably would have to go to the frontier of Chicago to find a location.

Mr. SMITH. Are not the works at Hannibal the largest in the world?

Mr. HUNT. I think not, by a good deal.

Mr. HUMPHREY. About 4,000 barrels a day. In the mills of the Lehigh district they manufacture practically about half of the cement of the country, and the Atlas mill at North Hampton has a capacity of about 30,000 barrels a day.

Mr. HUNT. The Atlas mills make about 100,000 barrels a day.

Mr. HUMPHREY. They have a capacity of 35,000 barrels a day and make 25,000.

Mr. HUNT. The Illinois Steel Company has become a purchaser—

Mr. SMITH. Is there any material difference in the price of cement in the different localities of the United States?

Mr. HUNT. Yes, sir. Of course the point of delivery plays a very great part. Cement is like anything else, the manufacturer is going to get as much as he can for it.

Mr. SMITH. What do you say as to the relative price of cement in other places in the United States; how does it compare with Hannibal?

Mr. HUNT. I should be quite positive that St. Louis would be a cheap point of delivery. You would command more than one district, the Illinois district, the Michigan district, and the Chicago district as well as Missouri.

Mr. TAYLOR. We have a plant at my little town, at Demopolis, where they make about 1,500 barrels a day. They charge exactly the same price for that cement right there as you would have to pay for German cement delivered in that town, and I suppose that is true at Hannibal.

Mr. HUMPHREY. To show the difference in the price of cement, I would say that there is relatively about 30 cents a barrel difference at present in the average price in what is known as the Middle West, Chicago, St. Louis, and in the East, New York, Baltimore, and Boston. That is due entirely to the relative productive capacity of these sections of the country. Fifty per cent of the cement is produced east of Pittsburg, and that very production, if you might use the term, covers the price here. Of course, the character of material used makes a great difference. Out West they use limestone and shale, and it costs more per barrel than the stone in the East. Up in Michigan they burn it by the wet process, and the capacity of the kiln is much less and the cost is greater because it requires more coal.

Mr. SMITH. They don't burn it wet at Hannibal?

Mr. HUMPHREY. They burn it dry.

Mr. Miller was asked to come, among the other engineers. He has gone into this subject pretty thoroughly, and I think he can tell you the best reasons why this should go on.

Before he starts I would like to answer a question you asked about these other laboratories. There is one reason why the Government should concentrate its efforts, and that is, when you consider that you have a number of laboratories at present in the Government that are making, outside of the routine tests for the inspection of material used in the various public works, investigations to determine principles. Now, we will say there are four laboratories making those tests. They are all made under different conditions, different materials, different squads of men, and the results are variable—not to quite the extent, but nearly as variable as you would get in different technological institutions where you had inexperienced men. Now, if you concen-

trate that work you will save the Government money, because you will do away with the repetition in the laboratories carrying on such tests.

Another point mentioned by Judge Smith, which is an important one, is that the value or strength of this material as affected by chemical changes. The peculiar characteristic of cement is that it sets, crystallizes under the action of water. Just as soon as you add water to cement the process of crystallization or hardening commences and never ceases. There may be ingredients in that material which will make it go to pieces, and it is those points that ought to be investigated to determine the standard of material. That can only be determined by disinterested persons. The effect of sulphur on the material is one of great importance. I have seen steel that has been absolutely corroded because of bad conditions, and I think that is one of the points to be thoroughly investigated. It is not merely a mechanical question, but it involves the safety of people. Take the big structures in which this material is used, and if of an inferior quality there is liability of collapse, endangering life as well as property. In this particular the Government has a right to safeguard the life of the people and at the same time help them.

#### STATEMENT OF MR. RUDOLPH P. MILLER, OF NEW YORK, N. Y.

Mr. MILLER. I came in the capacity of a public official, one who has charge of looking out for the safety of the public. I represent the bureau of building of the Borough of Manhattan, city of New York, and I think I can say that I represent the building department in general, for this reason, that I have found in my experience in passing upon questions of safety of construction that what is done by our particular bureau in New York is very largely the guide to what is done elsewhere in the country. About three years ago we were confronted in New York with this question of reenforced concrete construction. The law as it stood then made no provision for such construction. We were offered constructions of that kind, and we could have taken a stand and said "You can not build them, the law does not provide for that," and it would have been a long, tedious wait, I imagine, for a new industry such as this one, a new form of construction, to persuade the law-making power to provide for that construction.

We are now trying to get our building laws revised, and we have been at it for, I might say, two years. Those things are difficult to bring about. We did not take the stand, however, and say, "You can not put up your buildings," but the superintendent in his authority, in a general way, prescribed under what conditions those buildings shall be erected.

Now, in trying to find under what conditions such buildings should be erected, it became the duty of myself and my assistants to investigate this subject and to find out what is safe and proper, and this will give you the main reason why I think your appropriation should be made for this investigation work, and it is this: That we find very little on the subject, very little reliable information, on which we could base our requirements. We did the best we could. There was some building going on in New York, and, as I intimated before, since we have taken this step we have had requests from architects in numerous parts of the country asking us for our requirements, as they

intend to build buildings of similar character elsewhere, and asking us to state what we think is proper and safe. As I said, this information is not complete—is not satisfactory.

We feel that if the Government will take up this matter and make these investigations, that the information can be speedily given to us, and we will then be in a position to say such constructions are, if designed in accordance with these requirements, absolutely safe. You may say, "Why should we make such tests?" It is not the duty, it is not reasonably so, of a Department or bureau or officer who is charged with the enforcement of police powers—and that is all it is—to say more than this, that the material offered or the construction used is in accordance with the law and requirements, or is not contrary to public safety. If we were to go further and pass upon the merits of these questions, we would be immediately charged with discrimination, advertising one form of construction as against another, because we must immediately make differences. That has already been pointed out. If the people who are now making these investigations are all more or less interested, then there are certain materials that they want to push on the market, certain forms of reinforcing bars; and to pass upon these questions, upon their merits, would simply put us in the position where we are defending one bar probably as against another, which we can not do.

Mr. SMITH. Within twenty-five years the whole system of construction of large buildings in cities has been revolutionized—I mean the masonry construction of modern steel buildings—has it not?

Mr. MILLER. Yes, sir.

Mr. SMITH. Who gave you your light as to how strong those buildings ought to be constructed, and as to what rules should govern you?

Mr. MILLER. That has all come about by investigation of those matters, more particularly, possibly, by the individual concerns. But the point I make is simply this, that if we wait for that information from individual concerns we will find that it is not as reliable. We must find out about it. It will take a long time to cull out the reliable from the unreliable information, and the reason why I think the Government should take it up is because they can do it from an unbiased standpoint, and they can without discriminating say that such and such are the characteristics developed by such and such mixtures treated in such and such a manner; and that is what we are after.

To illustrate one point, we have practically no information on the question of the ratio or the relative elasticity of concrete and steel. In the construction of reinforced concrete this is an important matter. We must know how those two materials are going to act together in unison.

We don't know whether they act in unison. That is what we must find out; how much will the steel stretch and how much will the concrete stretch under given loads, and will they stretch together and will they continue to act together, and how long will they continue to act together; and these are questions that are very difficult to get at as long as the only people who are investigating them are people interested in certain particular types.

Mr. SMITH. Did not that same question arise with reference to the facing of steel buildings with brick, stone, and other forms of material now used? If these steel frames should expand more than the brick or stone they would tear the buildings to pieces, would they not?



Mr. MILLER. That question is an entirely different one. In reenforced concrete construction you are dependent upon the action of two materials together for the strength of the combined material. In the skeleton construction and other forms of construction each individual part is dependent upon itself. The steel frame must be able to stand by itself, and then you fill in with your brickwork and encase your steel with your fireproofing material.

Mr. SMITH. I understand. But you do not depend greatly in that case upon your fireproofing material for strength; and what I am getting at is, if your building expanded much more rapidly in the steel frame than in the outer facing would it not destroy the facing?

Mr. MILLER. It would if that was the case, but it is not the case. You have the steel frame encased in your construction, and your steel can not be hotter than material adjacent to it.

Mr. SMITH. But all does not expand alike under the same heat?

Mr. MILLER. No; but you are protecting it. There is a certain amount of elasticity in all these materials, but you can not count on that when you get these two materials together.

Mr. SMITH. As a matter of fact, you solve all of these problems without coming to the Government for aid in the evolution of building.

Mr. MILLER. Yes; but it has taken us a long time to do it. We want this form of construction to come, but we want it to be proven when it does come in so that we will be perfectly safe.

Mr. TAYLOR. How long has this reenforced construction been going on?

Mr. MILLER. It has been going on in a way for possibly thirty years.

Mr. HUMPHREY. The first building was erected in 1875 in New York.

Mr. MILLER. But it has not come in general use until within a very few years. The reenforced concrete is a very complex material. It is not as simple a material, for instance, as steel or any other structural material. You are depending in reenforced concrete on many ingredients, and its constitution and general characteristics should be known and must be known in order to obtain good results.

And in no construction is it so important that the three elements entering shall be well taken care of. For instance, good design, good workmanship, and good material; they are all equally important. In other forms of construction you can readily tell by inspection what your results are going to be and whether you are getting satisfactory results. In the case of reenforced concrete you can not tell by inspection.

In the matter of design. As I pointed out, in this one question of getting the ratio of medial elasticity, that is an important thing in the design, and any slight variation or differences in reenforced concrete construction may create a difference in the strength as the result of the combination. So in the case of materials it is important that we should know on what materials we can rely. One of the great advantages in reenforced concrete construction over other forms of construction is the fact that it is very much safer as against fire. That point has been brought out; but we are not sure that any combination of stone with cement, or steel with cement, will give you a fireproof material. And this is a matter, I think, which should be investigated,

and thoroughly investigated. I think it is well that the Government should take up the question to determine for us which materials we can safely use in order to obtain satisfactory fireproof material as against those which we can not safely use.

I don't know that I can add much more to what has already been said in this matter, but, as I said, from the standpoint of one who is looking out simply for the safety of the general public in this matter I believe the Government is well justified in expending the money asked for in this investigation.

Mr. BROWNLOW. Is there any construction material to-day used in building that is absolutely fireproof?

Mr. MILLER. I consider that a good steel frame, well incased in cinder concrete, is a satisfactory fireproof construction; but cinder concrete is a material that has no strength, so it can not be used very well for reenforced concrete work.

Mr. HUMPHREY. I would like to add further to that that there is no material that is fireproof; that the fire-resisting qualities depend entirely upon the temperature. Take the Baltimore fire, for instance. There were some parts of that fire where there were tremendous temperatures—temperatures so high that steel would melt. So it is only a question of relative fire-resisting properties. But one material can have the maximum fire-resisting quality, and we think that such a material is cement. But on the other hand these materials can all be disintegrated if the temperature is raised high enough.

Mr. SMITH. There is a distinction, is there not, between combustion and melting or evaporating?

Mr. HUMPHREY. Oh, yes.

Mr. SMITH. I suppose all you enumerated as fireproof material is noncombustible?

Mr. HUMPHREY. I think most of those things are noncombustible. At the same time some forms of terra cotta will, under the action of heat, splinter, will come off, and will even melt under sufficient heat.

Mr. MILLER. It is a matter of degree. If the material will stand a continued temperature of 1,700° F. for long hours it is supposed to be fireproof. Steel is noncombustible, but when you heat steel to a temperature of 1,000° it loses its strength, it will not hold anything, and it will go to pieces under a load at that temperature. That is the reason why it is encased, simply to keep the heat away from it. When you can keep the heat down to 400° F., you have safe construction.

Mr. HUMPHREY. There is another point, and that is the question of the concrete insulating the steel skeleton construction. There is very little information, for example, on the rate of conductivity of heat in concrete, and the question as to the thickness of the concrete covering which will give sufficient protection to the steel itself is a very important one.

Mr. SMITH. To what extent is concrete a conductor of electricity?

Mr. HUMPHREY. It is a nonconductor.

Mr. SMITH. In your judgment are steel buildings absolutely safe from electrolysis?

Mr. HUMPHREY. There is this to be said, that if you use concrete reenforced with steel, and if it is not properly done and cracks develop, letting the moisture in there, which will enable electric current to reach the steel. Under these conditions you may have more or less electric action; but under ordinary conditions insulation would be perfect and you would have no action of this character.

MONDAY, *April 23, 1906.*

INVESTIGATION OF STRUCTURAL MATERIALS—Continued.

**ADDITIONAL STATEMENT OF MR. J. A. HOLMES.**

The CHAIRMAN. Have you an additional statement, Mr. Holmes, that you wish to make with respect to coal and building material tests?

Mr. HOLMES. Yes, sir.

The CHAIRMAN. Very well. Proceed.

Mr. HOLMES. One thing, Mr. Chairman, I wanted to mention, and it is a somewhat personal matter, in regard to the letter signed by Mr. Swenson. I knew nothing about it, and Mr. Walcott knew nothing about it. I have been trying to find out how that letter happened to be sent. I have not found out, but I have found out that it was sent by no one connected with the pay roll of our laboratory. I have charge of the laboratories myself, and I watch them pretty closely. I think probably it was sent by one of the members of the committee of engineers associated with the work. I will ask Mr. Swenson himself to straighten that matter out.

The CHAIRMAN. It was a letter written by Mr. Swenson, of Pittsburgh, to Congressman Dalzell.

Mr. TAYLOR. I thought that was a letter written by Mr. Holmes.

The CHAIRMAN. No.

Mr. HOLMES. That gives me an opportunity, Mr. Chairman, to explain one other thing, as to the connection of the engineers with this work. There are, as you know, a number of different kinds of engineers; the engineers interested in the investigation of structural materials are the civil engineers, of whom there are some five to ten thousand in the United States. I have never taken this question of the appropriation for this work up with the civil engineers at all. This agitation concerning structural materials has come largely from them and from the architects of the country. They have come to me time after time for information, and several times have asked for lists of members of the committee, which I have always refused to give to them; and they are the people, along with the architects, who are pushing this agitation throughout the country. I have been asked a number of times if I would write resolutions for societies to pass on this subject, but I have refused to do this.

Mr. TAYLOR. To whom was the letter written—the letter that you wrote?

Mr. HOLMES. It was written to mining engineers.

Mr. TAYLOR. What is the difference between mining engineers and civil engineers?

Mr. HOLMES. The mining engineers have to do with mining operations and mining construction, work involving largely timber material. They have to do with fuels, explosives, and mining machinery. The agitation from mechanical engineers, who have to do more especially with fuels and their utilization for the production of heat, power, and light, comes perhaps from the fact that the American Society of Mechanical Engineers asked its members to take up the question of securing the continuance of these investigations by the Government.

Mr. TAYLOR. Are you a member of the mining engineers?

Mr. HOLMES. Yes, sir.

Mr. TAYLOR. You are not a member of the civil engineers or mechanical engineers?

Mr. HOLMES. No, sir. So far as I know, nobody connected with the Geological Survey knew that the mechanical engineers were going to pass such a resolution or do anything in that connection.

Now, passing from that phase of the question to another, I want to say, further, that in this whole question of agitation I really feel that I have done more to suppress an agitation of that kind than to encourage it, because I realize that too much agitation of that sort would look as though it were being worked up by the Geological Survey, which, of course, I realize would be an unfortunate impression to make.

Now, passing from that personal explanation, Mr. Chairman. I want to say just a word in regard to the increase of appropriations asked for in connection with this work.

In connection with the question of fuels, the increase is divided between equipment and a slight increase of services. The force employed in connection with the coal-washing processes and in connection with briquetting and coking investigations has been entirely inadequate to keep up with the other branches of the work.

Then there come up in connection with this the questions concerning explosions in coal mines. During the past year there were something like 1,500 men killed and 2,500 men injured in the coal mines of this country, largely as a result of the use of explosives and lights in the presence of coal dust and coal gas. We are anxious, in connection with these several investigations, to try and solve the problems as to how coal-dust and coal-gas explosions in mines can be prevented and ordinary explosives can be used in the presence of coal dust and gases without resulting in general explosions, which are so destructive of life and property—like the recent terrible catastrophe in one of the French coal mines. I felt that this investigation should be carried on largely in connection with our laboratories without any great increase in the cost of the work. It would be not only a humane investigation, but it would also be a very useful one. In England, Belgium, and Germany such investigations, and the intelligent regulations based upon them, have greatly reduced mine disasters. In Belgium, though the mines are more dangerous than in the United States, the loss of life from such explosions is less than one-third that in the latter.

Mr. TAYLOR. Have you any data as to accidents?

Mr. HOLMES. I have here a statement of accidents in coal mines in the United States—those which proved fatal and those which were nonfatal. This is the statement:

*Number of fatal and nonfatal accidents in the coal mines of the United States for the year 1904.*

	Fatal.	Non-fatal.	Total.		Fatal.	Non-fatal.	Total.
Alabama .....	184	78	262	Montana .....	9	31	40
Arkansas .....	12		12	Ohio .....	131		131
California .....	0	0	0	Oregon .....	(b)	(b)	(b)
Colorado .....	89	118	207	Pennsylvania .....	633	1,116	1,749
Georgia .....	7	1	8	Tennessee .....	28	129	157
Illinois .....	157	507	664	Texas .....	(a)	(a)	(a)
Indian Territory .....	(a)	(a)	(a)	Washington .....	25	83	108
Iowa .....	24	85	109	West Virginia .....	140	211	351
Kansas (first six months) ..	16	46	62	Wyoming .....	17	11	28
Kentucky .....	19	78	97				
Michigan .....	6	34	40	Total .....	1,497	2,528	4,025

<sup>a</sup> No record.

<sup>b</sup> No mining bureau maintained.

This I will file with the secretary, if you wish, Mr. Chairman.

In connection with the structural materials, the increase seems so large that it looks like a new appropriation. The reason for that is because of the fact that the appropriation for the past year was entirely inadequate for the work that we felt the country really needed to have done. The results of this investigation have been both positive and negative. We have shown how certain of these materials can be used to greater advantage. We have shown by investigation the situation as it exists in building and construction work to-day, namely, that materials that are largely used are used with great risk, because of the fact that when emergencies like fire and shock arise the combinations of materials prove unsatisfactory and result in collapses of one kind and another. The engineers and architects of the country employ what they call a "factor of safety" of from 2 to 8 for different materials. That is, they use from two to eight times as much of different materials as they deem theoretically necessary in order to avoid possible mistakes. This illustrates how important are such investigations as we are now considering, with a view to preventing this waste of materials.

The need for this sort of work comes from a double source. In the first place, consider the work which is being done by the Government itself. I did not realize until we had got into this investigation the large extent to which the Government itself is a builder, and I find on looking into the matter that the probable cost of governmental building and construction work, what is in progress now and what will be done in the next ten years, will aggregate from \$150,000,000 to \$200,000,000. That work is carried on under a number of different bureaus of the Government, using a great variety of materials, and materials used under a great variety of conditions.

Mr. TAYLOR. During what period of time, did you say?

Mr. HOLMES. Ten years. Through the action of the President we have formed a board, which represents the different bureaus of the Government doing construction work, with a view to carefully investigating at this testing plant and elsewhere all the materials used by the Government in its building and construction work. My belief, based not so much upon personal experience as upon opinions expressed to me as the personal opinions of architects and engineers, is that the saving out of this large Government expenditure will be very considerable. The estimates of the amounts that might be saved have ranged between

1 and 10 per cent. If we can accomplish that, and if we can accomplish also greater safety of the buildings, and greater economy and efficiency in connection with the use of materials in these Government buildings and engineering works, this saving alone will more than equal the total appropriation asked for the works.

In addition to that, we should bear in mind the fact that the people of the United States expend, each year, about \$1,000,000,000 in construction work. And if, as now seems likely, judging from recent experience, these investigations result in this increased efficiency and economy and safety, they will bring about a saving to the country at large of enormous proportions.

There are one or two other things, Mr. Chairman, that I would like to refer to in connection with this subject.

Mr. TAYLOR. Before you go beyond that, I would mention that I was speaking yesterday with a Baltimore gentleman largely interested in railroad enterprises, but who is not an engineer, mechanical or civil, and he told me he did not believe cement would ever do in the matter, whether it were reenforced or not, because he had been told by the Pennsylvania Railroad people that in building their culverts of cement they frequently found, in the center of blocks, that the half of it would be soft and had not set.

Can you tell me why that was? Was it due to the chemical constituents, or due to the mechanical failure in the manufacture of the cement?

Mr. HOLMES. It may have been due to the character of the sand, or to the character of the cement, or to imperfect workmanship. Either one of those three causes may have been operative; and one of the things we are trying to settle is to determine, if possible, the conditions under which cement and concrete can be used safely and to advantage for purposes of protection against fire and for strength to resist pressure.

One of the cases that happened in Baltimore, which was heralded all over the country by the concrete people as a case where concrete absolutely withstood the effects of fire, is worthy of attention.

I know a competent engineer who signed a paper to the effect that the concrete had withstood the effects of the fire satisfactorily, but he told me later that he had come to regret having signed that statement, because a careful examination made later showed that the wall which was supposed to have stood intact had to be knocked to pieces because it was found ultimately to have been so injured that it could not be used. It was taken down, and it was a serious undertaking to bring it down.

Some reasons occurred to me in this connection, growing out of our experience, as to why this work can be done by the Government, and why it should be done by the Government rather than by other agencies, or by the Government in combination with other agencies. One is that the Government itself is an interested party. The fact was stated the other day by the chairman with reference to coal investigations that the Navy Department, which is the largest user of coal in the Government force, is testing its own coal. That is true, but at the same time the naval officers are watching closely the more extended fuel investigations by the Survey.

The Bureau of Navigation had a man stationed at our laboratory in autumn for two months or more, and all of our results are turned

over to them as rapidly as they are tabulated, so that they can use that information in connection with their own more limited tests. Their tests are to show the adaptability of the various varieties of coal to naval boilers. They watch our tests in regard to the possible substitution of other coals, possible improvements in the quality of coal, with a view to increasing its efficiency in use or safety in storage and as to the possibility of substituting the gas engine on board ship for the ordinary steam boiler and steam engine; because, if that can be done ships can go twice the distance they can now go with the ordinary steam boilers, using the same quantity of coal.

The result of our investigations showed that less than nine-tenths of a pound of coal was required to develop 1 horsepower per hour, whereas on our new battleship *New Jersey*, recently tried and about to be accepted, the best that could be done with the marine steam boilers was the production of 1 horsepower with 2.2 pounds of coal.

Again, the enormous waste of coal and other fuels is coming to be a national question. We are throwing away, by leaving in our mines and wasting above ground in handling, nearly 50 per cent of our coal, and we are leaving the underground part in such a way that it can never be taken out.

Mr. TAYLOR. By the way, I made that statement the other day, quoting you as authority, about the waste of coal being left in the ground—

Mr. HOLMES. That statement can be proven by a great many different mining engineers, who explain the process by which that is done. It was repeated to me by Mr. White, the State geologist of West Virginia, who is not only one of our highest authorities on coal and coal mining, but was recently selected by the Brazilian Government to examine into and report upon the quality and extent of the Brazilian coals.

Mr. TAYLOR. I believe you stated at the last hearing how you arrived at your conclusion. If you did so then it is of no use to repeat that now.

Mr. HOLMES. It comes about not only from leaving the coal in the vein which is being worked, but when there is a vein of coal above the vein that is being worked and the walls of the vein being worked are allowed to fall in so as to break the continuity of the upper vein then the upper vein can not be removed. Furthermore, in many cases only the best part of the vein of coal is taken out, the poorer or leaner portion being left undisturbed in the mine. These facts and the waste in handling must be taken into consideration in making up this 50 per cent of actual waste.

That brings up the next question of increased cost in mining. There is not only this great waste, but we are now mining coal next to the surface, and that which can be mined most cheaply; and the statistics show an increase in the cost of coal mining in parts of England and Germany of from 25 to 50 cents per ton during the last ten to fifteen years, and we will soon begin to feel this increase in cost here in our own country. While we need not concern ourselves just now as a matter of national policy in regard to the early exhaustion of our coal, yet we are soon coming against the fact that the increased cost of mining coal will bring about an increased cost of coal and of heat, power, and light to the people.

Not only that, but it is also a fact that the supplies of our best coking coal are being so rapidly consumed that they will be exhausted in the near future, and then we will be dependent upon the possibilities of making coke of other coals which are not now recognized as good coking coals.

Mr. SULLIVAN. The value of your investigations concerning structural materials and the value of fuels has an intimate relation, it seems to me, with the question of our national resources in both coal and iron ore.

Mr. HOLMES. Yes, sir.

Mr. SULLIVAN. I have read a statement recently to the effect that the supply of iron ore in the United States will be exhausted at a comparatively early day, and we are all familiar with the statements concerning the limited supply of coal in the United States. Have you any facts or statistics showing the possibility in point of time of an early exhaustion of our coal and iron ore supplies in the United States?

Mr. HOLMES. I have, with reference to the iron ore supplies and lumber supplies; and with your permission I will file them with this statement rather than give them offhand.

Mr. SULLIVAN. I would be glad if you would incorporate them in the record.

Mr. HOLMES. We have a large number of iron ores which are so near the margin of what you might call bad ores, because of the presence of sulphur and other foreign materials, that the kind of coke to be used in the manufacture of iron and steel becomes an important factor. If you have sulphur in the ore and sulphur also in the coke, there will be more sulphur in the pig iron than there should be. In our investigations into the matter of washing coal we have shown in many cases how the sulphur can be in part removed; but the sulphur is of so nearly the same weight as the coal that we can not always remove any large portion of it. We are now investigating the possibility of removing the sulphur from the coal in other ways, thereby bringing into use coke from other coals and a number of iron ores which would otherwise be unavailable in the manufacture of high-grade iron and steel—unless their sulphur can be profitably removed by treating the iron ores.

Mr. SULLIVAN. In connection with the statement which you say you could give us, could you give us also a statement of the anticipated time at which, on account of the exhaustion of iron ore and coal, both iron ore and coal would be increased in price to such an extent as would make it necessary to resort to other materials and other fuel for the purposes of industry and commerce? That would be a very valuable thing in that connection.

Mr. HOLMES. I will do that also if the data are obtainable.

Concerning the future increase in the cost of structural materials I may add the following data:

The lumber supplies of the country are rapidly diminishing and the demand for lumber is steadily growing. As a result of this situation the prices of lumber have of late been increasing and may be expected to steadily increase in the future unless suitable substitutes can be found. The recent increase in prices is illustrated by the following tabular statement:



	White pine.			Yellow pine.		
	Uppers.	Culls.	Stumpage.	Edge flooring.	Common flooring.	Large size timbers.
1895.....	\$45.00	\$11.50	\$4.00 to \$6.50...	\$22.50	\$13.00	\$16.25
1896.....	44.00	11.00	4.00 to 6.50...	18.00	11.50	15.50
1897.....	45.00	10.50	6.00 to 8.00...	20.00	12.40	15.90
1898.....	45.00	10.50	8.00 to 10.00...	21.00	13.00	17.00
1899.....	48.50	13.00	8.00 to 10.00...	24.20	15.65	17.85
1900.....	57.00	18.00	8.00 to 12.00...	25.12	16.79	19.17
1901.....	59.00	16.50	10.00 to 15.00...	26.60	16.90	19.90
1902.....	70.50	16.00	10.00 to 16.00...	29.23	17.87	20.62
1903.....	81.00	16.50	10.00 to 17.00...	29.00	17.37	20.62
1904.....	81.00	18.00	10.00 to 18.00...	27.50	17.62	21.12
1905.....	82.00	18.50	10.00 to 20.00...	31.50	21.50	23.27
1906.....	91.00	.....	.....	.....	.....	.....

In relation to stone, brick, and other clay products there are in sight no definite increase in prices due to a shortage of materials. Prices of these materials have been influenced in the past by labor conditions and freight rates rather than by the quantities of raw materials available.

As to the cost of the future supply of steel for construction purposes several recent estimates—though none of these were made by the Geological Survey—indicated a supply of iron ores suitable for the manufacture of high-grade steel sufficient to last at the present rate of increase in production for from twenty-five to fifty years. There have been as yet no increases in the price of this material traceable directly to a threatened shortage in suitable ore supplies; but within the present generation such an increase in price may be expected unless new ore supplies are discovered or manufacturing processes are improved so as to bring into use much larger deposits of low-grade ores, or unless the demand for steel in construction work can be lessened by a supply of other materials which may in a measure take its place.

The prices of cement have varied considerably with labor and market conditions, but the supply has, in a measure, kept pace with the rapidly increasing demand, through the establishment of new mills in different parts of the country. A possibly continually increasing supply of this material in different parts of the country is indicated by the results of our investigations of the raw materials suitable for its manufacture; and this continually increasing supply will serve to keep down the future price of the product.

The benefits to result from these investigations of structural materials will be along the lines of greater safety and greater economy in building and construction work as follows:

- (1) In the selection of the best materials.
- (2) In improvements of the quality of these materials.
- (3) In reducing the quantity of materials used through a more thorough knowledge of their strength and other properties.
- (4) Through the discovery of new supplies of raw materials suitable for building purposes, either as such in the form of stone or materials suitable for the manufacture of cement, concrete, "artificial stone," brick, terra cotta, etc., in many different parts of the country, thus avoiding the expense of long distance transportation.

Concerning the possible reduction in the quantity of materials used, it may be explained that architects and engineers in building and construction work now generally use a quantity of material far beyond what would be necessary if the properties of these materials were better understood. In the case of steel they use from two to four times

and in the case of concrete from three to eight times the amount of material which theoretically they estimate to be necessary for a support. This they designate the "factor of safety;" but this large "factor of safety," as they admit, is not so much necessary in order to "meet emergencies" as because of our ignorance of the real strength of these materials, under normal conditions. Although steel has been more carefully investigated than any of our other structural materials, being manufactured from different ores and by different processes, it varies in quality; and much additional investigation is needed to indicate its limits of strength under different conditions and at different temperatures, and how it can be best protected from excessive heat in case of fire.

It is believed, furthermore, that as another result of these investigations we will show how the local manufacture of cement and the use of this cement with local supplies of gravel, sand, crushed stone, and steel rods can be made to go far toward furnishing local efficient substitutes for timber, cut stone, and structural steel in the building operations of the country. This would mean the possibility of utilizing efficiently in different parts of the country local building materials in such a manner and to such an extent as to render this work largely independent of long-haul freight charges.

And it is expected that these investigations will also largely lessen the cost of building operations by lessening both the risks of fires and the damages from fires.

As regards our supply of fuels, it may be said that, in spite of the enormously rapid rate at which our coal consumption is increasing and the wasteful manner in which we are mining and using it, there need be no fear of its exhaustion or a shortage of the supply within the present century. But our supplies of coal suitable for the manufacture of coke, which is the basis of our larger metallurgical industries, are more limited, and there is here risk of a shortage within the present generation unless through better methods of manufacture the quality of the coke from other coals may be improved. Increases in the cost of structural steel are perhaps likely to occur from this shortage in the supply of suitable coke before they do from a shortage in the supply of suitable ores.

Unquestionably in the case of all our coals, year by year, as our mining operations extend deeper and the seams become thinner, the cost of mining, and hence the cost of coal, will increase. One of the aims of the present investigations is that, in spite of this inevitable increase in the cost of coal, by discovering how we can mine this coal with less waste and utilize it with greater efficiency, we can continually cheapen the cost of heat, power, and light to the people. If these investigations can increase this efficiency to the extent of 1 per cent, this will mean a saving to the country of \$15,000,000 per annum.

The fuel problem, as well as the problem in relation to structural materials, Mr. Chairman, seems to me a national problem, because these both have to do with the basal industries of the whole people. I need not argue that question, because these problems are at the basis of our mining and manufacturing work everywhere—based upon the fuel which can be profitably used for heat and power and light.

The magnitude of these industries, too, is so manifest that this hardly needs to be elaborated. The amount of coal used during 1905 in the United States cost the people of this country about \$1,500,000,000.

and as illustrating how rapidly our industries are developing, I may add that the amount of coal consumed during any recent decade equals or exceeds the amount used by the people during all the preceding decades. While that is true to-day, there is every reason to suppose that these increases will continue in the future. If, now, these investigations can increase the efficiencies in the mining or in the use of this fuel to the extent of even 1 per cent or one-tenth of 1 per cent, the actual saving to the country will be very great in proportion to the cost of the investigations.

We claim to have shown how the efficiency of coal in these new processes can be increased two and one-half times in many cases, so that if our claim is made that we increase the aggregate saving by one-tenth of 1 per cent, it certainly seems like a moderate claim.

MR. TAYLOR. You say that 5 per cent is utilized now of the heating capacity?

MR. HOLMES. Yes. In ordinary manufacturing plants about 5 per cent of the heat units in the coal are converted into actual work.

MR. TAYLOR. Have you in mind any expectation as to the extent to which it can be increased?

MR. HOLMES. I have, decidedly, sir. As a result of at least 100 tests it has been shown that on the basis of 250 to 500 horsepower, which would be the average on a small plant in the country, the saving can be two and one-half times; that is a 250 per cent increase, or, by this process, 12½ per cent of the heat units would be transformed into manufacturing work instead of the 5 per cent, as is now the case at the ordinary power plant, and I have no doubt but that further investigations will show how still greater efficiency is possible.

MR. TAYLOR. That would make about what percentage, then, that could be utilized, as you figure it? I am not much on figures.

MR. HOLMES. From 12 to 15 per cent of the heat units would be converted into actual work on this improved basis. There is still much room for improvement, and this improvement will come as we investigate the possible methods of utilizing our fuels more efficiently.

THE CHAIRMAN. Mr. Holmes, is there any reason for designating the place at which these coal tests and experiments should be conducted? Is there any reason why they should be conducted at St. Louis, other than the fact that this testing plant was located there originally in connection with the exposition and the fact that it is now there?

MR. HOLMES. That is all, Mr. Chairman. It is centrally located and accessible to the coal fields over a number of independent railway lines. It is better that no place be designated.

THE CHAIRMAN. Are there any other locations, if the law did not designate the place and the committee should see fit to make an appropriation, where the tests could be carried on more economically, either for the Government or for those interested in the tests, than at St. Louis?

MR. HOLMES. I know of no other one place, Mr. Chairman. We have had requests for the plant from other places, and we have been asked to consider requests for the location of the tests at these other places.

THE CHAIRMAN. Do you consider the operation of this testing plant from the standpoint of economy in transportation?

Mr. HOLMES. Yes. I should say that either St. Louis, or Chicago, or Indianapolis, or Pittsburg, or any one of those places in the great Mississippi Valley which are accessible to other parts of the country by a number of independent railway lines would be suitable as a location. The disadvantage of naming any one location is illustrated in one way: We wanted last year in connection with our coking investigations to take up the investigation of the by-products of coal. But we had at St. Louis no by-product coke ovens, and as their erection would have cost about \$75,000 that was out of the question, and although we were offered the free use of ovens elsewhere we could not avail ourselves of this offer because of this limitation of our work to St. Louis.

We lose now by-products amounting to over \$100,000,000 per annum by allowing those materials to go up in the atmosphere instead of saving them.

The CHAIRMAN. To what do you refer particularly—the aniline dyes?

Mr. HOLMES. No, sir; more particularly ammonium sulphate, pitch, creosote, etc. Bituminous coal contains from 1 to 1½ per cent nitrogen. If all of this could be manufactured into ammonium sulphate it would give us a value greater than that of the coke itself. The output of ammonium nitrate from the Chilean deposits, the great supply of the world, at the present time is about one and one-half million tons. So that we could manufacture from coal as a by-product this large supply of ammonium sulphate, better suited for our uses as a fertilizer in some respects, and considerably larger than the output of Chilean nitrate. The principal use of these materials is as a fertilizer, and as such they are most valuable and are expensive. This great supply, obtainable as a by-product from our coals, will in the future, if saved, be of incalculable benefit to the agriculture of this country.

The CHAIRMAN. What interests are specially interested in the coking industry of the country? Large corporate interests?

Mr. HOLMES. They are to a large extent, but also the individual small foundries. Every foundry in the country needs coke of good quality.

The CHAIRMAN. I mean in the manufacture, not in the use of coke.

Mr. HOLMES. A great many coal companies manufacture their coal directly into coke and sell this coke instead of selling the coal.

The CHAIRMAN. Would it not be to their interest to institute some process by which these by-products could be preserved and utilized and disposed of commercially?

Mr. HOLMES. They say not, because they claim that the quality of the coke made with the by-product oven is not so good as that made from the ordinary beehive oven; hence they are perfectly willing, apparently, to let the by-products go into the atmosphere, inasmuch as it is the coke they are after. This is due largely to the excessive cost of the by-product coke plants under the existing system.

The CHAIRMAN. If it is as profitable as you say, why should they not be desirous of making that profit?

Mr. HOLMES. I believe they will be desirous of doing that, Mr. Chairman, if the method for collecting that material can be perfected, which of course would be of as much use to one of those people as to another, and hence no one of them seems willing to undertake the

necessary but expensive preliminary investigation with a view to improving the process and cheapening the plant.

The CHAIRMAN. Has it been demonstrated to them yet that there is the profit you speak of in these by-products? And if there is, would they not be prompted by their own interests and by the profit that would thereby result to secure and adopt these methods themselves?

Mr. HOLMES. I think they would do this unquestionably if the processes can be simplified and cheapened.

The CHAIRMAN. Would not their failure to do that indicate, then, that there is some question as to the correctness of your judgment with respect to the profit in by-products?

Mr. HOLMES. I do not say there would be \$100,000,000 of profit in them, but that these by-products would have a value of more than that, but the expenses, due to the imperfections in existing processes, are heavy.

The CHAIRMAN. I understand you say 100,000,000 tons.

Mr. HOLMES. No; nearly 2,500,000 tons of ammonium sulphate, which is worth \$62 a ton at the present time, could be obtained from the 40,000,000 tons of coal converted into coke every year, if the processes were so perfected that we could save it all. It would have a value amounting to more than \$100,000,000.

Mr. TAYLOR. Is not the purpose of your tests to enable you to demonstrate that identical fact?

Mr. HOLMES. Yes. The difficulty at present is a twofold difficulty. One is that there is no known process by which all of this nitrogen in the coal can be converted into ammonium sulphate. Even when the coke men try to save it now five-sixths of it is lost, and the process by which this one-sixth of the nitrogen is saved is an expensive one.

Mr. TAYLOR. If that could be demonstrated, you would not after that need to make these investigations?

Mr. HOLMES. We would then publish all such information for the benefit of the public and leave off that investigation. That illustrates the policy we would pursue in all such investigations. Just so soon as we settle any fundamental fact that something can be done along a certain line, and can suggest a process or method for its accomplishment, then all our data are published as a basis for individual effort and enterprise, and that line of investigation is discontinued.

Pursuing that just a moment further, Mr. Chairman, as to this increased cost of materials of construction, you realize the enormous increase in the cost of lumber, and the cost of steel will undoubtedly increase, because of the increased scarcity of high-grade iron ore and high-grade coke. That one of the chief purposes of this investigation is to help discover new and untried resources in the country to serve as substitutes in one way or other for the present materials—to serve as substitutes without increasing the cost.

In regard to the cooperation which I mentioned, there is an important fact bearing on the question you asked. The policy of this laboratory is to do what it can in settling these basal problems, and at the same time to encourage investigation that can be conducted by everybody else who can be brought into cooperation with this work. In the work we have already had under way during this past year we have endeavored to get the cooperation not only of each Government bureau, and without the unnecessary duplication which has existed in

Government work for so long a time, and we have gone further than that, and have endeavored to secure the cooperation of good laboratories in several parts of the country, so that they would take up one phase of a problem, and we would take up something else which they could not do. Another laboratory elsewhere will take up something still different, and we can encourage it to cooperate in the manner indicated. We can thus combine on methods and problems, and endeavor to get results that will either corroborate or disprove the results obtained.

To that end it is the purpose of this laboratory to see that every dollar expended in this country for such investigations, whether from Government funds or other is expended in such a way as would count as a permanent contribution in the extension of our knowledge as to the resources of the country, and how they can best be utilized.

As to the question you raised a moment ago, it is and will always continue to be the policy of this laboratory, that just so soon as we have reached, in any investigation, the point where we feel that the fundamental questions are practically settled, we will turn the results over to the public with all the information we have in regard to them, and let everybody make use of that information. There are so many other problems to be investigated that this policy is the correct one in order that the Government laboratories can be continually accomplishing new results. These results thus promptly become available as a basis for individual effort and enterprise in many parts of the country.

In regard to the confidence which this work seems to command, this is due to the Government's position of impartiality. I do not understand how any other organization could secure the confidence and the cooperation which, in this way, we are securing. We have the cooperation of the railroad companies, the manufacturers, the miners, and of the various smaller laboratories of the country. We are trying to work everyone of them for all the cooperation we can get out of them for the furtherance of these investigations.

The CHAIRMAN. But the expense comes wholly out of the Government?

Mr. HOLMES. No, sir; not at all, Mr. Chairman. From these various smaller laboratories we have actually derived more help than we have extended to them.

Mr. TAYLOR. What do the railroads contribute?

Mr. HOLMES. Freight and transportation. We do not get any money out of them.

Mr. TAYLOR. What do the manufacturers contribute?

Mr. HOLMES. They contribute much of the material that we use in the investigations, and the miners furnish the coal, so that we do not have to buy any coal and we get the free use of much equipment.

In regard to the question, Mr. Chairman, which you just asked, we get all the cooperation that we can. To these smaller laboratories at different institutions we do not contribute money; we simply cooperate with them in helping them to secure better methods in furnishing materials with which they can carry on their investigations, and we try to watch their work to see whether their results fit in with those obtained at our Government laboratories.

In connection with the transportation of materials, we guard carefully the materials which we collect in their shipment. When we

started into this work occasionally a railroad company would take a carload of coal shipped to our plant for testing purposes and later put another carload of coal in place of it. To prevent a recurrence of this we had to put Government labels on these cars, and put them under Government protection. In this way we secure the integrity of every sample to be tested, and we know the history of every sample as it is collected by our own men. The Government does in this way what a private individual could not do, and this is one reason why the public has confidence in this work. We are trying to make every dollar appropriated by the Government to this investigation count as a definite contribution for some beneficial result, and we are also trying to make every other available agency cooperate in helping to accomplish this result.

Mr. TAYLOR. Can you give any idea of what the proportion of expense would be—that contributed by the railroads in the matter of transportation of material and men as compared with the money which the Government contributes?

Mr. HOLMES. We estimated a saving last year of about \$12,000 in freight and transportation.

The CHAIRMAN. Speaking of these by-products, are you aware of the reason why the Henry C. Frick Coke Company, connected also with the steel trust, I believe, and other large coke companies capitalized anywhere from \$10,000,000 to \$25,000,000, with practically unlimited means and unlimited credit, and with every facility at their command necessary to develop the profit in their products and in their by-products—do you know why, and can you state to the committee and give any reason to the committee, why they have not, with their means and facilities and desire for profit, conducted the investigations necessary to ascertain the methods by which these by-products can be utilized for the purposes of profit such as you have indicated?

Mr. HOLMES. I can, Mr. Chairman, because it has been only a few weeks since I talked over the exact situation with the president of the Frick Coke Company, who said to me that the question before them was a question of coke for the manufacture of steel; that he did not believe that the coke which was made from a by-product oven was as valuable for the manufacture of steel as the coke made by the old-fashioned beehive oven, and that the purpose of his company was the making of coke for the one purpose, namely, the manufacture of steel.

The CHAIRMAN. In other words, as I understand you, his reason is that in making coke from a by-product oven they would lose as much, if not more, from the value of the coke for the manufacture of steel under the value of the coke manufactured in the beehive oven as would offset the profits you think the by-products would bring?

Mr. HOLMES. Yes; that was his opinion.

The CHAIRMAN. That being the case then, what would be the practical net result if, as a result of your investigations, you had demonstrated the theories or ways whereby these by-products could be produced, they would not go into the business of manufacturing coke from a by-product oven? What would be the benefit of making the investigation?

Mr. HOLMES. Coke with them, of course, is the means to an end. Their great purpose is the manufacture of steel. They are, therefore, interested in making coke, because it helps them to make a good quality of steel. They do not sell coke. They are not in the market

at all for that purpose, nor for the manufacture of by-products or side issues. Nevertheless these large corporations are investigating this subject. Their results are "confidential," and they are purchasing coal properties, and I feel certain that these large corporations will sooner or later be saving these by-products. One important difference between their investigations and those of the Government laboratories is that our results are for the benefit of the public, and they help all owners to handle their coals intelligently. A large part of the coke of the country—I can not say just what proportion—is used in the foundries of the country. That is manufactured by coal companies, and is not used in the manufacture of steel, but for the manufacture of cast iron of different kinds used in foundry practice. A number of these companies have expressed the opinion that they would like to go into the by-product coke manufacture if any process could be contrived by which they could save this five-sixths of ammonium sulphate, which under existing processes is lost.

The CHAIRMAN. But if that saving were made at the expense of the coke itself, what advantage is it even to that class of coke manufacturers?

Mr. HOLMES. At the present time, Mr. Chairman, they can save perhaps one-sixth of that nitrogen in the form of ammoniate sulphite, but five-sixths of it is lost by the existing process. This loss swamps the profits. We wish to show how the other five-sixths can be saved for the benefit of the farmer as well as for the coal men.

The CHAIRMAN. Suppose they had to sell their coke at a less price in consequence of this manufacture of coke in a by-product oven; unless that gain was greater from the sale of the by-products than the loss in the manufacture of the coke itself, what advantage would there be?

Mr. HOLMES. If they could save that five-sixths of the loss of ammonium sulphate, now lost, that would save the by-product coke situation. In the manufacture of by-product coke, the pitch for roofing and briquetting, the creosote for timber preservation, and the aniline dyes all constitute useful materials, and we now pour them into the atmosphere from 40,000,000 tons of coal every year. Meanwhile we purchase our ammonium nitrate from Chile, and a large part of our creosote from England, Germany, and Belgium. We are wasting our fuel resources in a manner that is absolutely criminal. One great purpose of our investigations is to show how this great national waste can be transformed into a national profit.

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THURSDAY, *April 26, 1906.*

## INVESTIGATION OF FUELS AND STRUCTURAL MATERIALS—Continued.

### STATEMENT OF MR. EDGAR MARBURG, OF PHILADELPHIA, PA.

The CHAIRMAN. What position do you hold—any official position?

Mr. MARBURG. I am professor of civil engineering in the University of Pennsylvania, and secretary of the American Society for Testing Materials, a society whose work is very closely related to this subject.

The CHAIRMAN. When was this society organized?



Mr. MARBURG. About eight years ago in this country. It forms part of an International Association for Testing Materials, which has chapters, or rather divisions, in all civilized countries.

The CHAIRMAN. Has the society any facilities for practical tests of material?

Mr. MARBURG. None at all, except those that are provided incidentally by members, through the courtesy of members who are in position to extend such courtesies. The society has no permanent headquarters and no facilities for carrying on work in a systematic manner; in fact, no effective facilities of any kind.

Mr. TAYLOR. Have they any funds for their use?

Mr. MARBURG. Very limited. The funds now are limited to membership dues, \$5 a year.

The CHAIRMAN. What class of men constitute the membership?

Mr. MARBURG. In a large sense, all those interested in building materials, scientists, engineers, and manufacturers of cement, iron, steel, and so forth.

Mr. TAYLOR. What is your membership?

Mr. MARBURG. To be exact, it is now 790. It has risen to that from 175 in the last four years, and is going up at the rate of 150 a year.

Mr. SULLIVAN. I presume the international society has no facilities for conducting the experiments?

Mr. MARBURG. No; except they are very much better situated inasmuch as the facilities in foreign countries are incomparably better than in this country.

Mr. TAYLOR. The facilities in foreign countries—are they governmental?

Mr. MARBURG. They are quasi governmental. I can not say offhand just what the relations are between those laboratories and the foreign governments, but they are official relations. I can not define them closely.

Mr. TAYLOR. The government has some part in all the technical institutions?

Mr. MARBURG. Yes; they are endowed by the government. They are endowed, some of them at least, in part by the municipalities in which they exist; and they have other sources of income. The leading institution of this kind is at Berlin. May I say a word about that?

The CHAIRMAN. Yes, certainly.

Mr. MARBURG. That is a marvel in its way. I was looking over an elaborate publication, a quarto almost as big as this [indicating a volume], this morning before taking the train to come here. That volume was gotten out two years ago. It is a history of that laboratory, and it is a thing of which to say it is a credit to the nation that produced it is putting it very mildly. That institution started practically in a stable thirty years ago. Two years ago it moved into its present quarters, which as a perspective view of the building shows in this publication, must have cost a million or two dollars. It is a governmental laboratory. It would cost that much in this country with its equipment. I was over there five years ago, and the establishment then was incomparably better than anything this country affords, and the buildings they were in then have been abandoned for this new one.

Mr. SULLIVAN. Is there any cooperation between these societies abroad and the governmental institutions? In other words, do the societies, as such, contribute anything to the experiments which are

made by the Government, or do they simply take the results of governmental experiments for their own uses?

Mr. MARBURG. I can not speak definitely as to that; I can not speak positively about that. But I should say this, in a more general way, that the work that is carried on there at those laboratories is, in part, carried on at the instance of the Government, of the various branches of the Government, and in part for private plants, men who want investigations made, and in part the work comes from other countries; and the provisions for conducting that work are designed to make the laboratory as largely useful as possible in promoting knowledge concerning the work that these laboratories are designed to further.

Mr. SULLIVAN. I take it from your statement that there is really no cooperation, but if a person wishes to have experiments made at the governmental laboratory he can get them by paying for them?

Mr. MARBURG. The testing for the Government is conducted there.

Mr. SULLIVAN. As the darkey said: "It is not mutual on both sides." I do not see how you can have quasi cooperation. It seems to me the Government does it all, from your statement.

Mr. MARBURG. I do not know whether I quite catch the point.

Mr. SULLIVAN. I was trying to ascertain whether these societies, either as societies or through their members acting individually, contribute either money or knowledge or services to the work which the Government is doing in the way of testing materials.

Mr. TAYLOR. Who provides the running expenses?

Mr. SULLIVAN. The Government does that.

Mr. MARBURG. The Government, and also through personal channels; but mainly governmental. Perhaps this statement will answer that question. The head of the International Association for Testing Materials is also the head of this testing laboratory at Berlin, and the scientific investigations that are carried on there by him and by his staff are published in large part by the International Association of Testing Materials in their publications.

Mr. SULLIVAN. But his salary is paid out of Government funds?

Mr. MARBURG. Yes; almost wholly out of the revenues of the establishment.

Mr. SULLIVAN. Does the Government give publicity to the work as well as the society?

Mr. MARBURG. Yes, sir; it does. To what extent the work done there is published solely through its own channels and to what extent it is published through extraneous channels I can not say, but it is done in both ways.

Mr. SULLIVAN. I was trying to find out whether the societies of architects and so on are more public-spirited abroad than here. Here, as I understand it, they contribute nothing, but expect the Government to pay the entire expense. That is true, is it not?

The CHAIRMAN. Has your society at any time any plans of cooperation with the Government in connection with carrying on these tests of building materials?

Mr. MARBURG. So far as we know, there are no channels through which that can be effected. We know of no channel through which that can be done. The Watertown Arsenal is the only testing establishment, and the facilities there are not at all adequate.

The CHAIRMAN. We have the National Bureau of Standards in Washington, and it is engaged in the testing of building material.

Mr. MARBURG. So far as I know, they have not gone into the field, as yet, to any extent. That institution is intended to serve the pure-science side more than the applied-science side, so far as I am informed. They have lately made a departure in sending out standard samples, and are preparing to send out standard samples to the foundry interests of the country. I was talking to their chemist a week ago; I was talking about that work—and it is truly of a very useful kind, and it is carried on at very small expense.

The CHAIRMAN. This association of engineers and architects in foreign countries that you speak of is cooperating with the Governments of European countries in the carrying on of these tests, is it not?

Mr. MARBURG. Oh, yes.

The CHAIRMAN. They are not relying wholly on the Government to establish and maintain laboratories for the conduct of these investigations?

Mr. MARBURG. Essentially so. I think without governmental support those laboratories could not exist, and the contributions from their own sources are relatively insignificant. Those laboratories are maintained practically under governmental auspices.

The CHAIRMAN. Are there any other European governments except Germany that maintain governmental laboratories for purposes of this kind?

Mr. MARBURG. The little Republic of Switzerland has a laboratory, and has done work for years.

The CHAIRMAN. How extensive is it? Is it any greater than the one at Watertown Arsenal or the Bureau of Standards here in Washington?

Mr. MARBURG. Very much more so. I have not seen the Bureau of Standards in its latest development, but I was over at the laboratory at Zurich five or six years ago, and their plant and their publications are of such a character that nothing done in that line in this country can be compared with it.

The CHAIRMAN. Now, Professor, we started in on a line of inquiry here which was perhaps foreign to what you had in mind. If you have any statement which you wish to make now in connection with the appropriations for the testing plant, we would be very glad to hear from you.

Mr. MARBURG. Gentlemen, I will make a little statement offhand. I will not make a speech or tax your patience unduly, I hope, but I will mention a few points that occur to my mind.

I have been interested in this field for a good many years. The first thought is this: That the need of an establishment of this sort, whether the funds are provided by the Government or through private sources, no matter—the need is so apparent that the sentiment of engineers, architects, manufacturers, and builders, and all classes who are most immediately interested in accurate knowledge concerning building materials, would be a unit on the extreme desirability of providing facilities of that kind.

Now, as it appears to me, such facilities can only come through one of two channels; first, through the National Government, and second, through private endeavor on a large scale. The second one is a very remote one, because—

Mr. SULLIVAN. It lacks organization also?

Mr. MARBURG. Yes; it lacks organization also. A man may give money to establishments to benefit men who sound his praises afterward, but when it comes to putting money into an establishment of this kind on a large scale—as, for instance, Mr. Rockefeller, in maintaining in New York and in founding there a laboratory of medicine on the scientific side—that outlook seems very remote to me.

Now, save through Federal governmental support, it is difficult to see through what channel such work can be carried on on a scale at all commensurate with its extreme importance. To a layman it would be difficult to understand how unsound our knowledge concerning building materials is, and how we have to pay for that ignorance.

You have heard of “factors of safety,” which means the extent to which materials can be subjected to pressure and the safety with which they can bear weight and resist fire. That “factor of safety” is more often a factor of ignorance. No matter how much our knowledge of materials and construction may advance, we should make some provision for contingencies which are unknown and which in the nature of things are unknowable. But as matters are now in the present state of knowledge, there is no doubt that enormous sums are wasted every year by making things unnecessarily strong. The conservative man realizes that he has insufficient knowledge; that he can not approximate very closely to the proper size of things. Now, the conservative man will err on that side. On the other hand, the man who is unscrupulous or unduly venturesome will err on the other side, and the results are disastrous, and they will occur with more or less frequency.

I might mention a single instance which is typical—the collapse of that Ireland building in New York city, built of cast-iron in accordance with the requirements. It was examined by the building inspectors of New York City, and it met the ordinary requirements. The same tests of cast-iron were made at Phoenixville, and the results were astonishingly low. The usual values allowed for cast-iron columns, sanctioned by the building laws in certain municipalities, were entirely too high, and the safety of buildings erected under those laws is due to the fact that the building is seldom loaded on the floor space to the extent to which it may be.

That is a single instance. It is not necessary to multiply them. Just as soon as a new material or a comparatively new material or a combination of new materials, as for example reenforced concrete, is found, that moment a host of problems present themselves. A layman may say such buildings are constructed safely. On the other hand, it is true that a number of such buildings have collapsed. It is also true that any man of experience and ability can design a reenforced building, so that he can say, “That is certainly safe.” But he can not say how much material has been wasted in the construction of that building.

Now, the amount of saving in all lines of construction that can be brought about through the carrying on of work of this kind is disproportionately large to the sum involved for the maintenance of such a building and plant as is now proposed under the auspices of the Federal Government; and taking a larger view of it, as a matter of national pride, we have to rely to a large extent now for knowledge and information of this kind upon European governments.

The thought has often been thrown out that this country is not contributing its share toward furthering knowledge in a line of work

which has developed more largely in this country than in any other. In other words, the need of information is greatest in this country. We are the largest users of materials, and we contribute least to the promotion of knowledge of that material.

Now, it has been suggested frankly, as it is said occasionally: "They have been getting results; why not use those results ourselves instead of building a laboratory of that kind in this country?" Men have gone so far as to say, "What is the use of having polytechnic schools in this country? Let our young men learn in those schools abroad, and come back over here and do the work for us."

It is not necessary to answer that argument. Wholly aside from the sentimental aspect of the question, from the practical standpoint, their problems abroad are not our problems. Their building materials are not our building materials. Their attitude in work of that kind is not the American attitude. They are apt to carry on their work there with ultra refinement. Here in America we want practical results. We are not so prone to go to hair-splitting refinements. The information we need does not seem to be forthcoming, and the point is to get it in the most direct and practical way.

A laboratory of this sort that is properly equipped and properly manned and properly managed in the right spirit, not as an ornamental appendage, to investigate things which no one cares about after they are published, but to cooperate and decide upon an enlightened policy and formally prospect for us in consultation with such an advisory committee as was recently appointed by the President, whose work every year is subject to scrutiny and criticism, would be invaluable. As to the value of such an establishment in this country, I wish you could see it as I do, gentlemen. The perspective is almost boundless.

Mr. TAYLOR. Can you form an idea of what such an establishment would cost, or in regard to a system of testing?

Mr. MARBURG. I am not a prophet, and I hesitate to hazard a prediction or make such a statement. Any statement I might make would be a mere estimate. But if fairly viewed, I think the inauguration of an establishment of that kind would involve a large expenditure, if it was commensurate with the work done by other countries, and it would mean an increasingly large outlay for a period of years. We feel that the time is bound to come when that will be done, whether through governmental channels or otherwise.

Mr. TAYLOR. Can you not give us an estimate?

Mr. MARBURG. It would be mere guesswork; say, \$100,000 a year as a starter.

The CHAIRMAN. If I understood you correctly, this project is another one of the numerous incidents which are the outgrowth of our new international leadership? [Laughter.]

Mr. MARBURG. I would not like to put it that way, but the responsibilities do rest upon us. We must either use knowledge at second-hand, gotten at somebody else's expense and warmed over to suit our needs, as best we may, or get it homemade and for home consumption.

The CHAIRMAN. I want to ask you if you think, along this line at the present time, we are wholly dependent upon individual research and effort in this direction. Up to the time that the Government commenced the construction of this testing plant, and independent of the few institutions I have named—the National Bureau of Standards and the one at Watertown Arsenal—the building interests of the

country were wholly dependent upon individual research and effort for the purpose of ascertaining the relative values or strength of building material. Now, if the Government goes into this business for the entire country, to what extent, if at all, will that tend to retard or stop the growth of individual effort in that direction? Would it not take away one of the most powerful incentives to individual effort?

Mr. MARBURG. That which the Government can do, sir, compared with that which ought to be done, is, I am frank to say, as the finite is to the infinite. No matter how large an establishment might be brought into being overnight, they can begin with the most important problems—problems that are recognized as problems crying for solution; but so far as exhausting the field or covering it adequately, or tending to dwarf the initiative of individual effort, I think there is no danger of that. I think that has been the experience of other countries.

The CHAIRMAN. Suppose years ago the Government had started out and established a bureau for investigating questions relating to the necessary improvements in transportation of all kinds. Would not that have prevented the individual effort which has given us our development in that direction to a far greater extent than we would have succeeded in obtaining if the Government had undertaken it?

Mr. MARBURG. The cases to my mind are not parallel, if you will pardon me for saying so. I think it is certain that if such public improvements as you mention were conducted under Government auspices, rather than being left to individual initiative, the results would have been to the disadvantage to the country. I think there is no doubt about that. But when it comes to providing machinery for ascertaining the physical properties of the natural resources of this country, in the natural state or in a modified state, in a manufacturing form, the question, it seems to me, is a very different one.

It is almost impossible for me to conceive of any channels through which such work can be carried on privately on a scale at all adequate. For instance, take the manufacturer of iron and steel. What incentive has the manufacturer of iron and steel to make tests of iron and steel? He knows his product will be used; whether economically or not he does not care. In fact, on the contrary, the more steel that is used, wasted, and misused the more interest he has in it and the more he is benefited, from his standpoint.

So far as the consumer is concerned, it is to the interest of the consumer to promote knowledge of the principles of engineering. But what facility has he for doing so? Occasionally, when a large enterprise is inaugurated, like the Blackwell Island Bridge, and certain things are discovered and adopted, as, for instance, the nickel-steel I bars, it is not known in ninety-nine cases out of one hundred, and the only thing to do is to guess on enough and make things strong enough. But investigations of engineering designs are distinctly hampered through a lack of adequate knowledge concerning the physical properties of the material with which engineers deal. There is no question about that.

If any evidence be needed to emphasize that point, I would suggest, for example, the responses that came in pursuance of a circular sent out by the Bureau of Forestry some years ago, when the timber industry was under discussion. With one accord it was hailed with delight that the timber resources of the country and their physical characteristics were to be determined. The knowledge brought to

light up to date concerning timber has far more than repaid the Government the relatively little cost attached to the making of those tests.

The CHAIRMAN. What department of the Government has conducted these timber tests?

Mr. MARBURG. The Bureau of Forestry.

The CHAIRMAN. In what particular is the result of those tests valuable?

Mr. MARBURG. For example, they maintained that the bleeding of pine did not impair the strength; that bled and unbled pine had the same value. That was made apparent by many experiments that had carried conviction to minds unwilling to see.

Mr. TAYLOR. You refer to Southern pine?

Mr. MARBURG. Yes. I can not follow that thought out further. I am trying to make very careful statements. I can not tell you just what advantage that was to the timber interests of the country, but it was of very great value, I have no doubt. I can not give you statistical information about that. It is certain that those tests showed that fact conclusively.

If you want to go into further details, I can tell you other things that those tests brought to light. That was a matter of important economic interest.

Mr. SULLIVAN. If there are other things, I would like to hear from him, would you not [addressing Mr. Taylor]?

Mr. TAYLOR. I would not mind it if he gave us things as good as that. But bringing the discussion back to the market of the turpentine orchards of my State of Alabama and the State of Mississippi, they must have doubled, at least, the lumber resources of that country and the wealth of the country.

Mr. SULLIVAN. Unless the chairman has some objection, I would like to have you [addressing Mr. Marburg] give us briefly the results of some other given tests that have been of benefit to other interests, in addition to that one.

Mr. MARBURG. I can not mention their other results in connection with the timber tests that will appeal to you as laymen, perhaps, as forcibly as the point I have just mentioned, but there are a great many unknown elements in the designing of a timber structure on which light has been thrown through these tests. I will mention what I consider the most important one first.

The most important one was this: It was shown that most of the tests that had been made prior to this series of tests were comparatively valueless, and many of them wholly valueless, owing to the fact that the percentage of moisture was a variable one. Timber will hold about 10 or 12 per cent of moisture in a room of this temperature, at 70°. Now, wood exposed to out-of-door exposure is very much weakened in consequence, and unless in the testing of timber the pieces are reduced to a constant moisture of 10 or 12 per cent the results are in no way comparable. That was not known before—the influence of temperature on timber. It was not recognized but by one man—Bousenger, of Munich.

Another point brought out in those tests was that most of the public tables concerning strength of timber beams were valueless, because those tables were based on the assumption that if you load a beam it will break in the middle, and if not weighted at the middle it will shear

in the center or slide out like this [indicating]. Suppose you have a pack of cards, glue the cards together, cut them in the middle and bend them, and they will slide both ways.

Mr. MARBURG. The load that a beam can carry is constant. A beam 5 feet long can carry just as much as a beam 10 feet long, the same load; that is, a 12-inch beam up to 20 feet. The safe load is constant. The strength of the beam depends on the shearing, not on the fibers. That fact was not brought out by these experiments; the knowledge was not sufficiently great. It was known that if you took small pieces of wood and tested them, and they would shear, and longer beams would shear. But those tests were carried to a sufficient extent to show that the load—that is, with a soft timber beam up to a certain span—the load was constant. That was an important fact that the architects were wanting to know. I can show you a table that was prepared as recently as five years ago, and is contained in a certain handbook, which says that the strength of certain beams was much greater than it really is. As I have just stated to you, the strength of a wooden beam is constant for a span up to about 20 feet, provided the load be uniformly distributed; while, according to those tables, the load for short beams is several times as high as it ought to be.

Mr. BROWNLOW. What would be the difference in value to the country of a test made by the Government of these building materials, and a test made by an organization of architects, engineers, or corporations.

Mr. MARBURG. No difference; but it is almost inconceivable that a work of that kind can be carried on on a sufficiently large scale by other bodies. Such work is carried on now in a desultory way, but to map out a broad programme and carry it out adequately through private channels appears to be almost hopeless. Where is the money to come from? If one of our millionaires should endow an establishment of this kind, as Rockefeller has endowed an establishment on medical research in New York, and appoint the ablest men in the country, as he has, to manage it, I have no doubt it would receive equally high credit.

The CHAIRMAN. Professor, if there is such a universal demand for knowledge on the subject of building material in so many different and specific cases, would it be practicable for your association or any body of engineers to incorporate a company for the purpose of establishing a plant such as the Government is now asked to establish and conduct their investigations for the benefit of those who are in need of the information concerning material which they contemplate using in the construction of buildings that they are erecting or are going to erect so as to make it a profitable enterprise?

Mr. MARBURG. No, sir; I should say, unhesitatingly, no. Such things can not be made profitable.

The CHAIRMAN. Why not? If the demand for these tests is so great, would it not be profitable for the people who are to erect these buildings, or who are going to erect them, to have their material tested in advance?

Mr. MARBURG. It would be profitable—it might be profitable if the knowledge that might be accumulated in a laboratory of that kind were parceled out for private consumption; and that is what is being done now more or less. Each railroad maintains its own little establish-



ment, and brings to light certain information which is carefully guarded, and which the men are not at liberty to publish.

Mr. SULLIVAN. To add a suggestion there: If the knowledge could be monopolized, if the fruits of the knowledge could be secured by patents so as to give the patentee all the products of his invention, then there is a possibility that it might be done.

Mr. MARBURG. Yes.

The CHAIRMAN. If the individual or the corporation that is contemplating the erection of some great structure could save in the amount of material a large sum such as we are led to believe from the descriptions we have had here would be saved, it would be worth a good deal to him, and he could well afford to pay for the tests of the material which he contemplated using in a structure of that kind, or a work of that kind. Take municipalities for example.

They are using a great deal of building material, structural material of all kinds. If there was some place where they could have these materials tested which would result in a very material saving to them, they could afford to pay liberally for services of that kind; and would not that be sufficient inducement for the organization of a company to establish a commercial laboratory where such tests could be carried on.

Mr. MARBURG. That question, I think, may best be answered in this way: The duplication of commercial tests in the very nature of things must go on after that. There are two kinds of tests, one which may be said to be for the promotion of knowledge of the material, and the form in which the material is to be used. And there is another kind of test which in point of magnitude is overwhelmingly the large element, tests to ascertain whether a material purchased on the market comes up to the specifications upon which that material is bought. Such laboratories are maintained now in municipalities, and it will be conceded that nothing has done so much to improve the quality of cement as those instructions and tests of cement to ascertain whether it will come up to specifications. At first the cement offered failed.

Another manufacturer managed to offer cement that reached the specifications. Eventually all manufacturers met those specifications. The next year the screws are tightened, and all cement must come up to the specifications. Such tests must always go on to ascertain whether or not the material comes up to such specifications. But the other tests that I have mentioned are of a wholly different kind. But admit for a moment that it were valuable for municipalities to do that. If different municipalities did the same thing, it would be a duplication of the work, and to what purpose?

The CHAIRMAN. Suppose private enterprise were to establish a laboratory that would be accessible to the various municipalities. Would it not be profitable both for the municipalities to employ that laboratory and likewise profitable for the owners of the laboratory to conduct tests of this building material?

Mr. MARBURG. No, sir; for the reason that the saving in any one operation would be entirely insignificant compared with the cost of the elaborate series of tests to determine the laws. The actual saving of material in any one operation would be entirely inadequate. Leaving out of account the practical consideration of time, the thing to do is to get the material and rush it through, and then to stop and make the tests to determine whether or not the size of the columns might

be decreased a little bit. I say that conditions would not admit of it. But such knowledge could be obtained and applied to original designs of buildings of that kind. In other words, if that knowledge was possessed by architects and designers of buildings, then the aggregate of saving would be very large.

Now, gentlemen, I would like to make a statement personal to myself, and that is that I hope you will understand that so far as I am personally concerned I haven't in the remotest degree any interest in this thing other than to see that this country does its share toward the promotion of knowledge along these lines.

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FRIDAY, April 27, 1906.

## INVESTIGATION OF STRUCTURAL MATERIALS—Concluded.

### STATEMENT OF MR. J. K. TAYLOR, SUPERVISING ARCHITECT, TREASURY DEPARTMENT.

The CHAIRMAN. Mr. Taylor, you are the Supervising Architect of the Treasury Department, in charge of the public buildings erected under the jurisdiction of the Treasury Department, are you not?

Mr. J. K. TAYLOR. Yes, sir.

The CHAIRMAN. How many buildings have you now in course of erection?

Mr. J. K. TAYLOR. About seventy-five unfinished.

The CHAIRMAN. How many have been completed within the last two years?

Mr. J. K. TAYLOR. About eighty.

The CHAIRMAN. Were any of those buildings large buildings that have been completed, or of those that are now in course of erection?

Mr. J. K. TAYLOR. Yes; four or five of them are large buildings.

The CHAIRMAN. Of what cost?

Mr. J. K. TAYLOR. They run from \$5,000,000 to \$3,000,000 and then down to \$500,000 and \$350,000, \$250,000, and down below that.

The CHAIRMAN. In the construction of these large buildings, have you tested the materials used?

Mr. J. K. TAYLOR. In a crude sort of way, we have a small physical testing laboratory in connection with our office, established four or five years ago; but it is on a very small scale and necessarily so. We are cramped for room and cramped for money to run it, and cramped for time to take up any work in that line beyond the testing of the current samples that come in.

The CHAIRMAN. Have the tests you have made been of such a character as to enable you to determine better than heretofore the quality of the material used in construction?

Mr. J. K. TAYLOR. Yes; we have been able to find out whether the material conforms to what we call for in the specifications.

The CHAIRMAN. Have you ever availed yourself of the Watertown testing plant?

Mr. J. K. TAYLOR. In several instances we have sent small samples up there to be tested, or, rather, sent people that had them; people that came into our office.

The CHAIRMAN. Is that plant there a larger plant than you have?

Mr. J. K. TAYLOR. It is a different plant. It is a plant that has the machinery for testing stone and compressing and tensile strength. We have no machinery for testing that sort of thing. Our machinery is simply an analytical test of the cement and things of that sort.

The CHAIRMAN. Have you any machinery for testing concrete?

Mr. J. K. TAYLOR. No, sir; except the materials offered—to see whether they conform, as in the case of cement, to the specifications. We could not give them any physical test for their breaking strength or anything of that kind.

The CHAIRMAN. Have you utilized the Bureau of Standards here to any extent?

Mr. J. K. TAYLOR. No; we were not taking advantage of that much at all. They were not in position to do it when we wanted it. Our work was all in a hurry.

The CHAIRMAN. Do you know anything about the tests that have been made in the Bureau of Standards?

Mr. J. K. TAYLOR. Very little.

The CHAIRMAN. Do you know whether or not the Bureau of Standards is equipped suitably for making tests generally of building materials?

Mr. J. K. TAYLOR. I do not think it is. I think not. In fact, I know for a certainty that unless they have put it in in the last six months, they have no machinery for testing of that character, beyond a chemical test, such as we had in our own office.

The CHAIRMAN. You have been able, with the appliances and laboratory you have in connection with your office, to make a sufficient test to determine that these materials used in the construction of these large buildings costing from \$5,000,000 each down are such materials as the plans and specifications for those buildings call for?

Mr. J. K. TAYLOR. Yes, sir; but we have not been able to carry on tests to see if the plans and specifications call for the right material, which is another proposition.

The CHAIRMAN. There is a proposition here to authorize the establishment of a testing laboratory, which it is represented will be of sufficient size to make all necessary tests and solve a great number of problems connected with the use of certain building materials, under the jurisdiction of the Geological Survey; a proposition in which the engineers throughout the country seem to be very much interested, and architects as well. Do you know anything about this project?

Mr. J. K. TAYLOR. Yes, sir; I am a member of the advisory board that was formed by the Geological Survey to advise them in that line, but I did not know that it was the idea at the present to establish any given laboratory; that is, a given location for a laboratory. I thought the scheme at present was simply to collate the information and collect the information from the laboratories already formed. They may have carried that further since I knew of it.

The CHAIRMAN. Do you know whether the testing laboratories that now exist in connection with private institutions or educational institutions are equipped suitably for the making of all tests in connection with building materials?

Mr. J. K. TAYLOR. Do you mean as a whole, or any individual one?

The CHAIRMAN. I mean as a whole; these laboratories that you just

spoke of a moment ago, where you understood the purpose was to collate and collect information and matter acquired as the result of tests and experiments made at these several laboratories. What several laboratories do you refer to? Are they sufficiently equipped to meet the ordinary requirements of builders throughout the country?

Mr. J. K. TAYLOR. Those laboratories are under the control of the Bureau of Forestry, and they make timber investigations; and several of the colleges have laboratories that would do part of that work, and then there are some private laboratories. If you should take and put them all together they would probably have the machinery necessary to make these tests; but you can not get them all together. They are, each of them, busy in their own line.

The CHAIRMAN. Now, so far as the needs of the Government are concerned, in connection with the testing of material for Government work, is a more extensive laboratory required than those which are now under the jurisdiction of the Government?

Mr. J. K. TAYLOR. It certainly is.

The CHAIRMAN. Will you explain why?

Mr. J. K. TAYLOR. It would be economy. Take any piece of work that is going on—any work that the engineers and architects are at work upon: As to everything that they put into that building, the steel, or concrete, or anything else, they always allow what they call a “factor of safety,” and it runs from 2 to 4 or 5 per cent, or whatever it is that they may think is necessary. The reason they use that “factor of safety” is, they have not had experiments enough and do not know just what that material will do, and consequently they have got to allow a margin of safety to cover anything that may not work out just exactly as they thought it would. If they knew, after investigation, just what that material would do and just what combinations of that material would do there would be a material saving in the amount of that material used right straight along. It could not help but be so.

The CHAIRMAN. Have the experiments and tests thus far made been of such a character that, in your judgment, in preparing plans and specifications and specifying the particular materials of certain quantity and strength, they have resulted in the use of more material than otherwise would have been necessary or in the discovery that it was of less strength than was required?

Mr. J. K. TAYLOR. What little has been done has demonstrated that we could use less material.

The CHAIRMAN. If there have been any mistakes, then, in the past, they have been made in requiring in your specifications more material than was necessary?

Mr. J. K. TAYLOR. Yes; and of a kind that was not exactly fitted for that purpose. We may have a different combination of material which forms the whole, which would be better than the original. For instance, we have just revised in our office, I know, our specifications for concrete, cement specifications, on the basis of the results of the tests that the engineers' society had carried on. We have found we could materially revise it and save considerable in the handling of it.

The CHAIRMAN. Where does the Engineers' Society carry on its investigations?

Mr. J. K. TAYLOR. I do not know where they have carried them on, but I think at the different universities, partly at “the Tech.” at

Boston, and partly at Purdue University, in Indiana, and around throughout the country in different places.

The CHAIRMAN. Are these laboratories in the different places you mention available for the making of such tests under the jurisdiction and supervision of the engineers' societies of the United States?

Mr. J. K. TAYLOR. They have simply been done because the professors at the head of those laboratories have undertaken the work as part of the investigations that colleges usually carry on.

The CHAIRMAN. All that data is available and accessible to the members of the Engineers' Society, or anybody else?

Mr. J. K. TAYLOR. It will be when it is collated and published, but the work needs to be carried further. The proposal of this scheme, as I understand, is not only to investigate single instances of materials but to take up all sorts of materials all over the country, as, for instance, clays, and find out what they are best fitted for; and cement, and sands, and gravels, and broken stone, and be able to tell us where it would come in particularly well in our own work.

We very often run against it—against the fact that there is in this or that section of country where we are going to build a particular sand or gravel or cement which, by certain combinations, can be used very advantageously for that work. We might not know of that fact, you know, and we might call for a certain kind of sand or cement or other material from another section of the country which would accomplish what we want, whereas at the same time we might have the material right there. No individual or private corporation or office like ours has the time or the facilities for investigating those points. They will take simply the current work and carry it through to the best of their ability. That is as far as they can go.

The CHAIRMAN. Well, Mr. Taylor, is the demand for this knowledge concerning the constituent parts of building materials sufficiently great to form an inducement or incentive to private capital to invest in the establishment of a private laboratory where these tests could be made for people who desire the information concerning particular materials that they contemplate using in large structures and then to disseminate the information in the form of reports and books that could be protected by copyright? Is the demand sufficient to induce capital, in your judgment, to invest in that?

Mr. J. K. TAYLOR. I do not think there would be return enough to induce a man to put his money into that sort of thing.

The CHAIRMAN. Notwithstanding all the benefits of savings which you say would result from this investigation, there would not be sufficient profit in the making of these tests and the dissemination of this information under the protection of the copyright laws to induce people to embark in it?

Mr. J. K. TAYLOR. The amount of saving to each individual man is not enough to pay him, but the saving as a whole would pay. Each individual man is not going to take the trouble or time to do that. He is going to go ahead and use two or three times the amount of material, or a different combination that he knows from previous experience will stand the pressure, whereas he might save a little money if he knew the combination.

The CHAIRMAN. Is there any scarcity of material or is there any likelihood of their being any such scarcity of material used in construc-

tion as to necessitate the Government entering upon such investigations?

Mr. J. K. TAYLOR. There is already a very great scarcity of wood.

The CHAIRMAN. In the matter of testing wood, is the laboratory in connection with the Forestry Division of the Agricultural Department sufficient to make adequate and successful tests?

Mr. J. K. TAYLOR. Yes. They are carrying that along. But we are rapidly getting to where we will have to use something besides wood for all construction. Steel and concrete, probably, will be the most logical things to go to, and I think my friends, the engineers, will tell you, when you get to them, that the absence of accurate knowledge about reenforced concrete is something that can not be told just now.

Mr. SULLIVAN. Is that because of the scarcity of lumber, or its high price?

Mr. J. K. TAYLOR. Both its scarcity and high price.

Mr. SULLIVAN. Is the present high price of steel of any value in considering the necessity of conducting experiments with regard to other materials for building?

Mr. J. K. TAYLOR. Yes; if you can find a combination that uses less steel, then you will have occasion to put less money into it.

Mr. SULLIVAN. Have you any opinion as to the probable progress of this science in investigating the value of building materials in the event of the Government withdrawing its aid?

Mr. J. K. TAYLOR. I am inclined to think it will go on, but it will not be worth as much as if it had the Government's stamp upon it and the prestige of the Government back of it.

Mr. SULLIVAN. Do you think the continuance of Government aid would promote the science to such an extent as would make it profitable to the Government to continue the experiments, because of the advantages it would have in the construction of its own buildings?

Mr. J. K. TAYLOR. Yes; I think it would pay it in that advantage, but not in actual money. It would pay it in the advantages it would get in its own construction, which runs into a good many hundred millions of dollars in a year.

Mr. SULLIVAN. I do not quite comprehend your answer.

Mr. J. K. TAYLOR. I mean the actual return. For instance, if this laboratory was established, and an outside party, a party outside the Government, wanted a test made of a certain material at that laboratory, of course the laboratory should charge for that test of private material, but the laboratory should do all governmental testing free of charge. I do not imagine the actual money returns from its tests as coming from private individuals would pay for the laboratory.

Mr. SULLIVAN. No; that is not what I meant. I meant whether the results of the experiments would be so beneficial as actually to save to the Government in its building operations a sum of money equal to the cost of the experiment.

Mr. J. K. TAYLOR. I think it would save not only that, but twice or three times as much.

Mr. TAYLOR. You mean it would be an investment paying 200 or 300 per cent?

Mr. J. K. TAYLOR. It certainly would.

Mr. TAYLOR. For the Government in constructing its own buildings now and those in contemplation?

Mr. J. K. TAYLOR. Yes; now in contemplation or already under way.

Mr. TAYLOR. Do you say that, knowing they are asking for \$100,000?

Mr. J. K. TAYLOR. I understood from what the gentleman said before that it was \$250,000. I would answer yes.

Mr. TAYLOR. I wanted your opinion on that.

Mr. SMITH. How much did you say the Government buildings would amount to on the average per year?

Mr. J. K. TAYLOR. Our office spends about \$10,000,000 a year when we are busy; when we have work to do. Then there is the Irrigation Commission, and the Engineer Corps of the Army, the Navy, the Isthmian Canal, and a number of other projects under the Government, which are using these same things right along in construction, so that it runs up probably to not less than forty or fifty million dollars a year.

Mr. SMITH. To what extent is reenforced concrete used in dams, and the like of that? Is reenforced concrete used in such work?

Mr. J. K. TAYLOR. Captain Sewell can tell you more about that; as to what is used there. Mine comes in architectural work and structural work.

The CHAIRMAN. Mr. Taylor, what Department of the Government, in your judgment, is best equipped for such work and would most naturally be the Department that should have charge of a laboratory created for this purpose, in case Congress saw fit to create it and authorize it?

Mr. J. K. TAYLOR. I think the Geological Survey, the place it comes from, is the logical place to handle it. They have not only the geological formation to deal with, but they take up the actual uses of the material. If the idea was eventually to establish a central laboratory of a size sufficient to handle this work, the logical place to put it would be in connection with the Bureau of Standards. They are supposed to pass on and prove all standards and measurements, and all that sort of thing, and if it were logically carried out it would be put in that connection, all standards of material.

The CHAIRMAN. If that were done, the matter of duplication of investigations could be entirely avoided, could it not?

Mr. J. K. TAYLOR. It is to be hoped that it would.

The CHAIRMAN. Then there would be no necessity for a laboratory in the Forestry Division of the Agricultural Department?

Mr. J. K. TAYLOR. No, sir. That would be amalgamated with this laboratory. It would carry all material.

The CHAIRMAN. What tests did you say are made at the Watertown Arsenal?

Mr. J. K. TAYLOR. The only ones I have ever known of were simply the mashing and maintaining of stone. If they want a test made of a sample of stone, we usually advise people to take it to the War Department and have the Watertown Arsenal test it.

The CHAIRMAN. They also test structural steel, do they not?

Mr. J. K. TAYLOR. Yes; they have machinery for testing both steel and stone.

The CHAIRMAN. Do you know whether they test reenforced concrete?

Mr. J. K. TAYLOR. I do not.

The CHAIRMAN. You do not know how extensive that plant is?

Mr. J. K. TAYLOR. No, sir; I simply know there is one there; that is all.

Mr. TAYLOR. Should the testing of coal and lignites and all that go with the other tests?

Mr. J. K. TAYLOR. Yes; it is establishing a standard for everything. If the laboratory establishes a standard, they might as well establish a standard for all materials, fuels, and everything else, as for one.

Mr. TAYLOR. You think there would be economy, then, in following the logical arrangement?

Mr. J. K. TAYLOR. Yes, sir.

Mr. SMITH. What would be the advantage, however, in materials like cement, of a knowledge of geology?

Mr. J. K. TAYLOR. They know where the materials that make this cement are. It might possibly develop a cement industry close to a piece of construction work that is going on; for instance, just as the Irrigation Commission did when they developed a cement plant out in Arizona. They could not get cement sufficient from the companies at a price reasonable for that work, but they found a rock there out of which they could make cement out in Arizona and then put up a plant for the manufacture of cement.

Mr. SMITH. Nobody in the Bureau, unless a geologist there, would have been able to determine where that material was?

Mr. J. K. TAYLOR. No.

Mr. SMITH. Would the establishment of those tests in this Bureau of Standards result in the annexation of a full geological force to the Bureau of Standards?

Mr. J. K. TAYLOR. Not a full force. They could get a sufficient force to cooperate together. They would not have to establish another Geological Survey within the Bureau of Standards.

Mr. SMITH. I do not mean another Geological Survey, but would geologists be detailed to the Bureau of Standards?

Mr. J. K. TAYLOR. Yes; the men who understood that would have to be detailed. I have never figured out where that would logically go.

Mr. SMITH. In the early stages of this matter would not that knowledge of geology be one of the first essentials to any progress?

Mr. J. K. TAYLOR. No; in the early stages of it they would probably test the known materials that we have. We know that we have a lot of cements all over this country. We know we have great big bodies of ore. Those are the first things. We know them. Afterwards, when they had proceeded further in the work, they would proceed to investigate new materials for further supply.

Mr. SMITH. Your idea is that if geologists would be needed for such work in the Bureau of Standards, they would be needed later, rather than at once?

Mr. J. K. TAYLOR. Yes; my understanding is that the appropriation asked for this year was not for the establishment at present of the laboratory, but simply to carry this work to a point where it would show the necessity of a national testing laboratory.

Mr. SMITH. As I understand you, there are two distinct lines of tests; one is a test to see whether a material conforms to specifications as to quality, and the other is in the nature of a pure experiment to determine the strength and other qualities?

Mr. J. K. TAYLOR. It is an original investigation to develop what



can be done with a given material; the most economical way of handling and using that material.

Mr. SMITH. Your laboratory has nothing to do with that?

Mr. J. K. TAYLOR. No, sir. We have simply a sufficient apparatus to find out whether materials conform to specifications. We have no time for original work, to find out whether our specifications could be improved.

Mr. SULLIVAN. Is it your opinion that it would be wise legislation to carry these experiments further before establishing a laboratory?

Mr. J. K. TAYLOR. I should certainly think it would be a very wise thing.

#### STATEMENT OF MR. BERNARD R. GREEN, SUPERINTENDENT OF THE LIBRARY OF CONGRESS BUILDING.

The CHAIRMAN. Mr. Green, you are superintendent of the Library building and are in charge of the building of the National Museum?

Mr. GREEN. Yes, sir.

The CHAIRMAN. Have you had occasion to make any tests of material used in the construction of the National Museum building before its use?

Mr. GREEN. Yes, sir. The ordinary tests that are made in buildings as they are now constructed from the materials in the market are usually confined to cement and steel. We do not test brick, or brickwork, or stonework especially, because by the methods of using these materials we hardly need to. For instance, as to stone, granite, and brick, their properties are generally well known.

The CHAIRMAN. The quality and tensile strength of materials of that kind are so well established by experience that tests of that character are not needed?

Mr. GREEN. Buildings are designed, largely, for architectural effects. Sometimes walls are made thicker than purely engineering objects would require or more massive than the requirements of mere strength would demand. Certain architectural effects are desired and certain massiveness also for inertia and for fire and sound proof purposes. That being the case, it is generally the fact that, in monumental buildings particularly, so much strength is incidentally obtained that it is unnecessary to test these materials very closely. In the case of steel, however, we do it.

The CHAIRMAN. How do you test the steel?

Mr. GREEN. That it is done at the mills where it is manufactured and at the shops, where it is brought together and fabricated, riveted up, bored, drilled and cut, and all that.

The CHAIRMAN. Now, as to the steel that is used by the Government in construction under your jurisdiction, is that tested under your supervision?

Mr. GREEN. Yes, sir.

The CHAIRMAN. Not under the supervision of the owner of the plant that produces the steel?

Mr. GREEN. No, sir. As near as I can come to it, under the Government limitations of advertising for proposals, and that sort of thing, I get as reliable a firm or person as possible to go the mills and shops and watch the work. He is paid a certain fee or percentage for

his services, and is depended upon to see that the material, in its nature, composition, and construction, conforms to the specifications.

It is much the same with cement, although for the same reasons that I have mentioned in regard to brick and stone, in ordinary buildings or low buildings where great stresses are not put up on cement, we do no test it so thoroughly or finely as if we were building a bridge or some other structure where the character of tests and of investigation tests that are proposed in this appropriation would be very much needed.

The CHAIRMAN. You say "very much needed?"

Mr. GREEN. Yes; they are very much needed.

The CHAIRMAN. Please state, Mr. Green, why.

Mr. GREEN. The testing and investigation of building materials have been going on for a century, you know. The old ways of building were clumsy, because the materials were but partially understood and the massive things of the old days, while architecturally interesting, were uneconomical in the use of material. We would not build them so nowadays, because we know how to build much more cheaply. We could use the same material that was used in the olden times, but less of it safely.

It is only within a generation or two that we have come to economize and minimize the use of structural materials used in a given work, as in the dam, the sea wall, the retaining wall, or a railroad bridge, and a thousand other examples that are being built more and more accurately and economically as time goes on. Investigations of these materials have, in the meantime, followed as closely as private enterprise would permit. But they were very various. Everybody manufacturing material strives to make it appear in the market that his material is the strongest and best, by such and such tests as he has been giving it. Naturally, he advertises that his material will carry such and such loads and stand tests at such and such a strength. The advertisements are full of those unauthorized things still.

There is no one authority anywhere to standardize and establish what the strength and relative character of material really is anywhere. Consequently, we have to make considerable allowances in building construction for the doubts that we have of the actual strength of materials, unless we undertake, as we do every little while, so far as we have the money and time, to make those tests ourselves.

Engineers have made many such tests within the last two generations, when they realized the necessity for it and had the means to do it. These are going on all the time; and although we know a little more to-day, as I said before, than was known fifty years ago, and have a greater variety of materials to work with, we are still very far short of the ultimate limit of knowing all about them. The materials are very variable, and when manufactured by various people they are still more so. We want to know all about them, and the nearer we can come to it the more economically we can design and construct buildings and other works for the Government or for anybody else.

The CHAIRMAN. Is it not a fact that the development thus far made in this line is due to the desire between competitors who are manufacturing building materials to produce the best material and material that will test to the highest degree?

Mr. GREEN. That is the tendency.

The CHAIRMAN. The progress thus far made is the outgrowth of competition between the producers of building materials?

Mr. GREEN. Largely; but the investigations here and there are inevitably very irregular and the more or less indefinite and uncertain results by engineers and manufacturers, each working for himself.

The Bureau of Standards, which was but very lately established, is an illustration of what we ought to have in the building market—the engineer's market—in regard to materials; the physical properties of materials, and the principles which underlie their strength and character. We have not discovered all those principles yet. We do not know all about them. We are all seeking a standard. It is illustrated splendidly by the Bureau of Standard's influence upon the electrical market alone.

The CHAIRMAN. Have you, in the construction which you have superintended in recent years, had occasion to use any of the Government laboratories where tests of building material are made?

Mr. GREEN. We have had tests made at the Watertown Arsenal. That is the Government's testing machine. It is the most powerful one in the country still, I believe. You were speaking about it a while ago. It was established some thirty and odd years ago, and was a very wonderful machine in its day, and is still so; but it is limited in its capacity and application.

The CHAIRMAN. Are you acquainted with that plant, Mr. Green?

Mr. GREEN. Yes, sir; somewhat.

The CHAIRMAN. Do you know the extent to which tests are carried on there?

Mr. GREEN. Not in recent years; but for many years, since the machine was established at the arsenal under the Ordnance Department, it has been making tests for private individuals. They pay for them, but get such tests only as the Government has time for. It is employed to make tests for the Ordnance Office of the Government.

The CHAIRMAN. What distinction is there between testing building materials for the purpose of establishing standards and of eliminating the poor from the good material on the one hand, and on the other the testing of wearing apparel, for example, for the purpose of establishing standards in that relation? Why is there any distinction between the two?

Mr. GREEN. I think in principle, upon the whole, there is no difference. Does that answer your question?

The CHAIRMAN. Yes; that answers the question. There are a great many complaints, you know, about shoddy clothing and adulterated food, and the aim now seems to be to have the Government go into the business of ascertaining the quality of everything and fix the standards for the guidance of the people, and I did not know whether or not you could differentiate between this and standards of that kind, in principle.

Mr. GREEN. No. The principle, it seems to me, is that the Government, as well as the country at large, needs an authority somewhere; needs an authority that can not be gainsaid or avoided. The people need a standard, and I do not see how it can be established authoritatively and economically for the whole country except by Government stamp. That is what we do in a great many other ways. You make laws, and I think you ought to establish, perhaps, physical laws as well as political ones.

The CHAIRMAN. We can not establish the physical laws. We may ascertain them.

Mr. GREEN. Yes; I mean it in that sense. We want the truth established. There is an enormous amount of construction work always going on, and there always will be by a variety of individuals endeavoring to discover the laws; but it costs much money. If no organization can do it but the Government, I think the Government should take it up.

Such an undertaking, both in purpose and national importance, is analogous to those already carried on by the Government by its several bureaus established therefor.

The Geological Survey, the Department of Agriculture, the Coast Survey, etc., are all engaged in collecting facts and ascertaining physical laws for the benefit of all the people.

The determination and publication of the physical laws and principles pertaining to the materials used in building and mechanical construction are quite as essential to the general good as hydrographic and topographic maps and charts and the natural laws involved in agriculture, mining, etc.

Mr. SMITH. Is it not a fact that there is more variance in the strength of different kinds of structural brick than there is in the strength of structural iron and steel?

Mr. GREEN. No; I do not think there is; that is, unknown variance.

Mr. SMITH. There is no standard of bricks?

Mr. GREEN. No; and so far as that is concerned there is no standard for steel, because it has never been set up.

Mr. SMITH. You have the discoveries as to the tensile strength of all metals, quite extensive ones, have you not?

Mr. GREEN. Tensile strength is one thing, and—

Mr. SMITH. You have that quite fully developed as to all metals or substantially all?

Mr. GREEN. Yes; we know a good deal about that.

Mr. SMITH. Do you say that the difference in structural strength between these soft brick that have been in the fire but a short time and made out of poor clay for structural purposes and the thoroughly hard paving brick made from the best adapted clay is not greater than the difference between the structural strength of any two kinds of iron and steel on the market?

Mr. GREEN. I do not think it is. There is very poor steel and very poor iron on the market, but we can distinguish it and can pick it out. We avoid it when we want good steel or iron.

Mr. SMITH. You can distinguish the iron and steel by chemical tests?

Mr. GREEN. Chemical and physical tests.

Mr. SMITH. But you have no standards at all for common brick, a thing we have been using for thousands of years?

Mr. GREEN. We do not require standards. All we want to know is the strength of it.

Mr. SMITH. Do you test it for strength before putting it in a building?

Mr. GREEN. No.

Mr. SMITH. There is the highest possible variance, is there not, between the soft brick and the hard brick?

Mr. GREEN. Yes; and there is a great deal of difference between poor steel and the best steel. Starting with iron that would not stand a pull of 20,000 pounds to an inch, you can find a kind of steel that

would stand 150,000 pounds. There is considerable variety in this material.

Mr. SMITH. You have seen a great many bricks that ultimately dissolved from the effects of water, have you not, in the walls of buildings?

Mr. GREEN. I have seen a great many in old buildings.

Mr. SMITH. Have you not seen some where the bricks dissolved in ten or fifteen years?

Mr. GREEN. Yes; some bricks that were not burned properly.

Mr. SMITH. And also some bricks that have been laid a hundred years and are as good now as when they were laid?

Mr. GREEN. Yes.

Mr. SMITH. Now, is there any standard of brick?

Mr. GREEN. We know certain things about brick from tests and use.

Mr. SMITH. These standards are not such as can be written in books, are they?

Mr. GREEN. Yes; they are written. We know from tests how much it will take to crush hard brick. The bricks may vary in accordance with the way they are burned.

Mr. SMITH. You regard "good hard brick" as a scientific term?

Mr. GREEN. Yes; the same as good hard clay or gravel. It is more or less a rough comparison.

Mr. SMITH. Saying "good hard brick" leaves a tremendous margin between the best and the poorest, does it not?

Mr. GREEN. Not very great. Those are very general terms that we are using. There is no exact standard.

Mr. SMITH. Why do you need a scientific test for steel more than for brick?

Mr. GREEN. Because it is used much more economically. Ordinary brickwork is more like an earthwork. It is used to fill in.

Mr. SMITH. Good brickwork costs as much as concrete nowadays, does it not?

Mr. GREEN. It costs more sometimes; sometimes less.

Mr. SMITH. Then a saving in a brick wall would be more desirable than a saving in a cement wall?

Mr. GREEN. Yes, sometimes.

#### STATEMENT OF CAPT. J. S. SEWELL, ENGINEER CORPS, U. S. ARMY.

Mr. SMITH. Captain, what is your business?

Captain SEWELL. I am a captain in the Corps of Engineers.

Mr. SMITH. What is your work with reference to cement work?

Captain SEWELL. I have charge of the reconstruction of the Washington Barracks, which includes the War College and the Engineers' School, and I have charge of the construction of the agricultural building and also the Soldiers' Home.

Mr. SMITH. You say you are engaged in the reconstruction of the Washington Barracks, known as the War College?

Captain SEWELL. Yes, sir; the War College and the Engineers' School. They are two institutions down there.

Mr. SMITH. Have you had occasion in connection with the construction of these buildings to use any of what is called reenforced cement or concrete?

Captain SEWELL. A great deal; yes, sir.

Mr. SMITH. For what purpose have you used it there, Captain?

Captain SEWELL. For floor construction chiefly.

Mr. SMITH. In the interior or porch construction?

Captain SEWELL. Everywhere; wherever we have floors.

Mr. SMITH. You have built the barracks there that have been recently constructed?

Captain SEWELL. Yes, sir.

Mr. SMITH. You are building the academic building, or whatever they call it?

Captain SEWELL. I am building the War College building. There was not sufficient money remaining to build all the buildings required. The academic building for the school is not under construction.

Mr. SMITH. Are the other buildings you mention contemplated?

Captain SEWELL. I am not sure of that. The original project included the building of some new buildings and the remodeling and continued use of a lot of old ones. We found later that a lot of these old buildings could not be used. None of them could be moved, as was originally intended. We tried to get contractors to move them, but they could not be moved. The result of that was that the project had to be recast. We put as much money as we could get into new buildings, but those do not comprise all the new buildings that are needed. Whether or not they will come back and ask Congress for money to construct that academic building I do not know.

Mr. SMITH. You have constructed officers' residences, something like fifteen or eighteen?

Captain SEWELL. Fifteen.

Mr. SMITH. You have constructed noncommissioned officers' quarters or barracks?

Captain SEWELL. Four double sets of noncommissioned officers' quarters and sixteen double sets for commissioned officers.

Mr. SMITH. They are a part of the War College or Engineering School?

Captain SEWELL. The Engineering School.

Mr. SMITH. The only building that is to be a War College proper is the large one at the side?

Captain SEWELL. Yes, sir.

Mr. SMITH. Now you have filled the floors of what buildings of reinforced concrete?

Captain SEWELL. The barrack buildings and the porch floors of the officers' quarters were built of reinforced concrete, because timber would rot out in a short time, and all the floors of the War College have been built of reinforced concrete.

Mr. SMITH. Are the floors in place in the War College?

Captain SEWELL. Yes, sir. We are now about at the point where the contractors will begin work on the central roof. The central portion is not roofed, but the other portions are now under roof.

Mr. SMITH. Will there be a wooden floor on top of this concrete or will the surface of the concrete be used as the floor?

Captain SEWELL. You have to have a finish, a top over it; tiles, or terrazzo, or mosaic, or a wooden floor.

Mr. SMITH. What is the surface usually put upon porch floors?

Captain SEWELL. In one case I have finished it with a smooth surface, like a sidewalk, but in another case the architectural design.

called for a brick pavement, in accordance with the traditions of the colonial style of architecture, so that there is laid upon the top of the concrete structure a brick pavement.

MR. SMITH. What is the amount, in a rough estimate, that the Government has put in reinforced concrete in this plant down there—this Engineer School and War College?

Captain SEWELL. May I make a figure or two?

MR. SMITH. Certainly. We just want a rough estimate to give us a general idea.

Captain SEWELL. It has put about \$60,000 in reinforced concrete floor construction.

MR. SMITH. The Government has spent about \$1,000,000 down there?

Captain SEWELL. About \$1,500,000. A great many of those buildings are not fireproof, and were not started to be. Those ought to be counted out. If you count only those that are supposed to be fireproof, there is \$20,000 of reinforced concrete floor construction in about \$1,000,000 of building.

MR. SMITH. When you came to prepare these plans, what have you to say as to the difficulty you had in determining how thick these floors should be?

Captain SEWELL. I will say in reference to that that for several years, in five or six years past, I have made a special study in reinforced concrete, and I have deduced in my own mind a great many conclusions from tests that are on record, and I have confidence in my own opinion; and being responsible for my own work, I put my own opinions into effect. But I have never made a design for reinforced concrete construction that would pass the building law of the city of Washington, though I am perfectly willing to have them tested. They are better than the designs that do pass the building law.

MR. SMITH. You think that while yours are not sufficient to pass the building laws, yet they are sufficient in fact?

Captain SEWELL. They are better.

MR. SMITH. In what way do you deem them better? Because of more steel for reinforcement or from what cause?

Captain SEWELL. Because of the disposition of the steel for reinforcement, the method in which it is used, and the underlying assumptions on which the design was based. But I am free to confess that up to the present time it is a matter of opinion on my own part, and while I have perfect confidence that tests would prove that I am right, I find that there are a great many engineers who do not agree with my views.

There is a lively discussion going on in the American Society of Civil Engineers now, precipitated by a discussion which I contributed in a paper on reinforced concrete. Perhaps twenty engineers are taking part in that discussion, and no two of them are in accord.

MR. TAYLOR. We have known that it is difficult when doctors disagree to find out what the facts are, but who would decide in such a case as this? Have you found anybody yet who would decide when you can not agree? Only an earthquake can determine it?

Captain SEWELL. Every now and then a series of tests is made in such an authoritative way that everybody by common consent accepts the results and agrees upon a method of design. Take in the matter of structural steel, for instance, the tests that have been made from time to time in the case of unusually large bridges where the enter-

prise was large enough to pay for a special series of tests. They have had a great deal to do toward unifying the practice of engineers in the use of structural steel.

Mr. SMITH. In your business of engineering construction you find it necessary to leave what is called a limit or margin of safety, do you not?

Captain SEWELL. A "factor of safety." You had better call it a "factor of ignorance."

Mr. SMITH. Accepting either term and treating the difference there would be between the highest and lowest percentage of cost required in reenforced concrete, what would you say was the percentage of difference? I do not know that I have made that question plain to you.

Captain SEWELL. I think I understand what you want. I can probably answer it by giving you an illustration. A large city in the United States is about to revise its building laws, and the assistant building inspector, who especially looks after reenforced concrete, has drawn up some tentative requirements for insertion in that law, and somebody commercially interested in reenforced concrete, who happens to be an acquaintance of mine, told me what these requirements were; and as a matter of interest the other day I sat down and made a design of a typical bay of a floor of a building to carry about 80 pounds of live load to the square foot. That would be a typical office floor. I estimated columns 20 feet apart. I designed it first in steel and terra-cotta work; then, secondly, in reenforced concrete according to my own ideas, and then, thirdly, of reenforced concrete according to the proposed building law which I mentioned. In steel beams and terra-cotta floor the dead weight was 70 pounds, and the cost was 25 cents. In the second case, in reenforced concrete according to my own ideas, the dead weight was 75 pounds to the square foot, and the cost was 33 cents. In the third case, in reenforced concrete according to the proposed revision of that building law, the dead weight was 120 pounds to the square foot, and the cost was 20 cents.

Mr. SMITH. That partially answers what I was trying to get at. You say you do not agree with all those engineers in their theories and conclusions?

Captain SEWELL. Some of us agree.

Mr. SMITH. I do not mean that you agree with none of them; but take a man who thinks this structure can be made the lightest, and take a man who thinks it ought to be the heaviest. What would be the percentage of difference?

Captain SEWELL. You mean on the cost of the structure as a whole, or the floor construction?

Mr. SMITH. I mean the concrete structure proper.

Captain SEWELL. The difference is that between 47 cents a square foot and 23 cents.

Mr. SMITH. You mean that would be the highest estimate—47? You gave a single man's estimate. I ask if the difference between the highest and lowest amount would be 10 per cent or 100 per cent.

Captain SEWELL. I happen to know an engineer who has built a great many reenforced bridges. He would probably make you a design there that would cost 50 cents to the square foot. Some very reckless people engaged in the building of reenforced concrete at the present time might bring it down to 25 cents a square foot.



Mr. SMITH. So you think there would be 100 per cent difference between the lowest and the highest?

Captain SEWELL. Yes.

Mr. SMITH. What reason exists, in your judgment, why the Government should carry on experiments in reenforced concrete that would not be equally applicable in carrying on experiments in structural steel at about the dawn of the construction of steel buildings, some years ago?

Captain SEWELL. The Government ought to have conducted those experiments in structural steel, and there is still plenty of field for it.

There is a good deal of steel wasted in the use of structural steel which goes into buildings, Government buildings and others; and if the Government should conduct a thorough investigation with a view of improving the state of the art, it would result, in the matter of structural steel alone, in the saving of much more than the cost of the experiments, simply as a business proposition for the Government buildings alone. Anybody can make reenforced concrete, even if he has not a capital of \$500. Structural steel, on the other hand, could be only manufactured by concerns having relatively large capital, and all such concerns, as a matter of self-protection, and in order to insure uniformity of product, and to know what they are doing, have established testing laboratories of their own, and they have managed to find out a great deal about structural steel, so as to bring it within safe limits. But there is still room for investigation.

Mr. TAYLOR. What they have found out they have kept to themselves?

Captain SEWELL. No, they have not, except so far as relates to the processes of manufacture. They do not divulge the processes of manufacture, but if they succeed in producing a grade of steel that has a higher elastic limit, combined with the same ductility, etc., than the grades published before, then they publish immediately physical tests showing the quality of the steel and make an announcement that they are prepared to furnish steel of that quality. In the past the demands of engineers in charge of very large bridge enterprises have undoubtedly resulted in many improvements in the art of manufacturing structural steel.

Mr. STEEL. These are simply advertisements?

Captain SEWELL. Not exactly. All of these big corporations give out a great deal of valuable technical knowledge, because they consider it in the long run advantageous to disseminate information of that kind concerning materials which they manufacture.

Mr. SULLIVAN. They publish the results of successes but not of failures?

Captain SEWELL. No; they do not tell you much about the failures.

Mr. SMITH. The amount and cheapness of reenforced concrete construction is going to determine the future of the cement industry, is it not, in a large measure?

Captain SEWELL. It will have a very important influence on the cement industry; but if reenforced concrete were wiped out of existence forever, the future of the Portland cement industry would still be assured. But, in my judgment, the future of the steel industry will be much more established if reenforced concrete is established on a sound basis, every ton of eyebeams and angles and plates that the

mills lose in steel frame buildings will be gained in steel bars, three or four times over.

Mr. SMITH. There are great cement manufacturers in the United States, too, are there not?

Captain SEWELL. Yes, sir.

Mr. SMITH. And are they not just as much interested in the study of reenforced concrete as the steel men twenty or thirty years ago were interested in the study of structural steel?

Captain SEWELL. Possibly they are; but as a matter of fact so much reenforced concrete is being used anyway that they will sell the cement for it, and whether it is scientifically designed and applied or not is not of so much interest to them as the question whether they sell the cement. If they sell it for reenforced concrete, they would have to test it and bring it at least to a basis as stable as structural steel. But they do not sell reenforced concrete. They sell cement, and they are not going to test the products which they do not sell, namely, reenforced concrete.

Mr. SMITH. But would not a man test a finished product to the making of which he is going to make and sell and contribute a part—his finished product or part being a part of the other finished products?

Captain SEWELL. He would if he did that, but I doubt very much if the cement manufacturers would look upon it in that way.

Mr. SMITH. Have they never contributed anything to these experiments, so far as you know?

Captain SEWELL. I do not know exactly where the money has come from in the investigations that have been made. I know that the American Society of Civil Engineers and the National Fire Protection Association and the National Association of Testing Materials and the National Association of Portland Cement Manufacturers have contributed something to the investigations, but in order to adduce great results on all the points involved it will require so many experiments and on such a large scale that I do not think there is any interest in the United States excepting the United States Government itself that can afford to do it.

Mr. SMITH. Have you any idea, Captain, outside of your own work and the buildings under your charge down here, what amount of reenforced concrete construction the Government will use on the average in a year?

Captain SEWELL. No, sir; I have not; because I have not studied very closely the reports of other Departments of the Government. But I feel perfectly certain that if the Government would conduct such a series of experiments as to establish authoritatively the proper method of using reinforced concrete, its use in Government buildings would become very much more extended. Not every man in the Government service has had the time or had the opportunity or the inclination to make a special study of reenforced concrete, and they are in the same frame of mind as I was in five years ago—a little doubtful; and in many cases structural steel and terra cotta floor are used when a better result might be obtained by the use of reinforced concrete. However, that is a question of opinion with myself. It requires investigation, such as I understand the Government is asked to make, to remove all question as to that and take it from the realm of opinion to the realm of fact.

Mr. J. K. TAYLOR. I want to say right there that Captain Sewell's remark has reference and applies to our own office. While we have felt that reenforced concrete was the thing to use, we have never used it because we have never had the time or the chance to investigate it. That is the reason why we do not use it.

Mr. SMITH. I suppose, then, Captain, there is no way in which we can get any idea of about what the annual expenditures would be if this study were perfected by the Government for reenforced concrete?

Captain SEWELL. I should say, if the Government undertakes any such investigations as those, that when the results are available they could be discussed by a commission of competent men in the employ of the Government, and some steps could be taken to compel everybody in the service of the Government to take advantage of what has been done.

Mr. SMITH. It can not be used for every purpose in a public building, can it? It does not furnish a suitable exterior for a building, does it?

Captain SEWELL. I would rather that you should get Mr. Taylor to explain that. So far as the exterior is concerned, it could be used, no doubt. There are ways of treating it so as to make it attractive. That is one of the things the architects will be at in a few years—that is, devising methods of distributing and using reinforced concrete in an artistic and attractive way. And, furthermore, it offers a refuge from a good many difficulties, as, for instance, from the exactions of labor unions. I do a good deal of my work by day labor. I am not sure that I will not change on a number of large buildings I have on hand now, and instead of backing up with brick I will back up with concrete, because of the exactions of the bricklayers.

Mr. SMITH. Does it take much skill to make this concrete after you discover the methods and proportions of the parts?

Captain SEWELL. No, sir. Concrete is a material which, with a moderate inspection and knowledge, will protect itself from ignorance. There should be an intelligent man at the place of mixture to see that the proper proportion of ingredients is put in and to see that the mixture is turned over so many times, and there should be another man at the point where the steel bars are put in position, before the concrete is put in. After that is done the concrete will protect itself, because from that time on the cheapest thing for the contractor to do is the best thing to do.

Mr. SMITH. How long, according to your knowledge, does a chemical change go on in concrete?

Captain SEWELL. I have an idea that it goes on for five or six years. I will not say that authoritatively, however, because I am not an expert chemist and I have never made chemical investigations into the properties of cement; but I think that the hardening of cement progresses to some extent for five or six years.

Mr. SMITH. Is it not claimed by some users of cement that after becoming apparently hard the cement undergoes a softening process, and then again becomes hard through some further chemical change?

Captain SEWELL. There may have been some cases of that kind. I know that in some long-time tests, where they have made little bricks of cement and kept them for a time, after a period of a year or two years there would be a maximum of strength reached, and then it

would go off, and later on increase again; but in this process of going off, where the strength decreased, it was still a very hard material and would require very accurate testing to show or detect the loss of strength.

Mr. SMITH. How long has cement itself been in use in the world?

Captain SEWELL. The Romans had a sort of hydraulic cement.

Mr. SMITH. They used it in structures, did they not?

Mr. TAYLOR. Is it not suggested in the last few months that possibly the Egyptian pyramids were of cement?

Captain SEWELL. I do not know about that. It may have been brought forth. I have not seen it. But Portland cement was introduced in England in the early part of the last century—just when I do not happen to remember, but I think it was about the year 1830.

Mr. SMITH. From your knowledge of this industry have you any idea of what would be the necessary annual expenditure to carry on a fairly useful experiment station on the subject?

Captain SEWELL. I think that for the present an annual appropriation of \$200,000 or thereabouts for three or four years, maybe two or three years, would clear up most of the disputed points, and after that, so far as reenforced concrete and cement are concerned, there would not need to be any great appropriation made.

Mr. SMITH. So that your idea would be that possibly after the expenditure of \$1,000,000 on these experiments, a sufficiently definite amount of data would be obtained for the practical uses of the builders?

Captain SEWELL. I think so. I have never stopped to make an estimate of the cost. These experiments would require a lot of high-class men. That is one reason why the Government should do it instead of the universities. The universities have testing stations largely for the purpose of familiarizing the students by actual contact with building materials, and students, you know, are not the kind of people to make up the data upon which we must base our use of reenforced concrete.

Mr. BROWNLOW. You speak of Portland cement. Why do you call it Portland cement?

Captain SEWELL. When your cement is mixed and you allow it to settle it acquires a bluish-gray tone or color, very similar to the stone of that name in England used for building purposes, and the legend is that it was called Portland cement because of the similarity of this set product to the stone at Portland, England.

Mr. TAYLOR. We make Portland cement in this country?

Captain SEWELL. Yes.

Mr. TAYLOR. Portland cement is merely a classification?

Captain SEWELL. Yes.

Mr. TAYLOR. It does not make any difference where it is made?

Captain SEWELL. A good chemist, given the right materials, will make a good cement from materials procured from no matter where. In Pennsylvania good cement is made from a rock taken from the quarry and put in without a mixture of anything else. I know one or two mills where they do not have to mix any kind of rock with it, and there are other places where they get clay out of a clay bank and chalk out of a chalk bank, and mix that with it; and down in Virginia they mix limestone and shale.

Mr. SMITH. And up in Michigan they take the bottom out of the lakes and use the material.

Captain SEWELL. Yes; and they even make cement with furnace slag, mixed with other stone.

**STATEMENT OF MR. ELLIOTT WOODS, SUPERINTENDENT OF  
THE CAPITOL BUILDING AND GROUNDS.**

Mr. WOODS. My work has been around the Capitol here for the last twenty years, and in the preparatory work on these two buildings here, for the House and Senate offices, I have not gone into the question of reenforced concrete, except in one instance. That is in the foundation of the House of Representatives office building where it rests on the roof of the Pennsylvania Railroad tunnel. We used 9,000 cubic yards of reenforced concrete in that work. For that purpose we adopted the usual standard, if there is a standard. We used the Bureau of Standards for testing our cements and such materials as we wanted to have tested.

We accepted the stone as good building stone because of its previous use and our knowledge of the quarries, and the bricks we took, as Mr. Green says, as they came, using a good hard brick. We do not take account of the slight variations that exist in the different qualities of brick that exist in the kiln, except the soft brick, which we excluded.

As to the floors of the office building, that question has not yet been determined, whether we will use the terra cotta floor or the reenforced concrete. If we did, we would take the ordinary standard, such as the Treasury Department used. We would probably follow the specifications that Mr. Taylor has, and would also follow the ordinary cement specifications, based on the latest engineering standards, so that really until these engineers all come together and establish some definite standard I would take the last and best, or what I thought would be the best.

If anything, that is probably an argument in favor of the establishment of a standard for the thing. But it seems to me that under proper supervision the function of the Bureau of Standards might be extended to cover that, and I will ask these gentlemen what they think about that, provided that Bureau has a representation accorded it, perhaps, from the Geological Survey and these other Departments interested in this subject.

Mr. TAYLOR. Would you put the experimental work on the Bureau of Standards or would you wait until the appropriation is made to build a real plant for that purpose?

Mr. WOODS. Until I heard Mr. Taylor talk this morning I did not know what was proposed to this committee. If this is a preliminary step merely, I am not prepared to give an opinion except that I think eventually the Bureau of Standards should become the center of such a testing bureau. But it does not seem to me that it need be very extensive, but should only cover the question of building materials.

Mr. SMITH. Is the Bureau of Standards now engaged in studying what the standards ought to be?

Mr. WOODS. I think not, so far as building materials are concerned.

Mr. SMITH. What is the limit of their experimental work in that line?

Mr. WOODS. It is a new Bureau, and necessarily I think that work is in an experimental stage.

Mr. SMITH. So far as you know, they are not engaged in any experimental work for the purpose of ascertaining what the building standards should be, but they are testing materials to see if they conform to existing standards?

Mr. WOODS. Yes; I believe so.

Captain SEWELL. There was a good deal of discussion awhile ago about the testing station at Watertown. I think the main purpose of that testing machine up there is for the test of metals used for the production of ordnance material, and they have no facilities there for making the transverse tests—that is, taking a beam and breaking it. They can only make tensile tests—that is, pulling a piece of metal in two—or compressive tests. They issue a large volume, as you know, year after year, entitled “Tests of Metals,” in which they publish all the tests of metals they make for the use of the War Department, and in addition any private tests for people who pay for them and are willing to have them published. If this proposed testing station were ever established, the Ordnance Department should be consulted before their testing machine is taken from them, because the manufacture of ordnance is such a specialist branch that I doubt very much if a general testing station would give them the results they want.

Mr. SMITH. If they had a testing machine for stone that would be removed?

Captain SEWELL. They test it on the same machine.

Mr. WOODS. So far as concerns other materials that we use as supplies, there is an argument for centralizing that work. We get sets tested at the navy-yard, the Bureau of Standards not being prepared for that and cement. We have done it in the past, tested stone; and that is being tested at Watertown. That is simply an argument for centralizing the work.

Mr. GREEN. The great necessity for a central station, not only for heating and power plants, but for a great many other things that tend to economy in testing materials, and so forth, is illustrated by the Pennsylvania Railroad. It is an enormous concern, and they buy great quantities of materials and all sorts of articles that are needed in the construction of their tracks, plants, and mechanical power, and outfits of every sort. They have a testing laboratory of their own, and have had it for years. Everything they use there is tested.

The establishment of an investigating laboratory here to set up standards for the Government, to say nothing of the advantage it would be to the country at large incidentally to have it (because it would get the benefit of it, although the Government might establish it essentially and originally for its own great purposes), would pay very much more because of its larger business, than the testing laboratory of the Pennsylvania Railroad. The work they would do would become authoritative, and such an institution is the only one to be depended on to furnish a standard authority.

All the tests of cement and other materials that have been going on for half a century, not to mention the uncertain efforts of earlier times, in Greece and Rome, and so on, have been made by private enterprise. The work done at Watertown Arsenal, incidentally as a Government undertaking, has been of great value to the world and its manufacturing interests. But even the results that have thus been accomplished in an irregular and disconnected way have been authoritative in effect and of immense value.

They have there the most powerful machine in the country. I do not think anything has been built equal or superior to it. But it is a machine, nevertheless, that is limited in capacity and in range of

efficiency. It is a horizontal machine and so not a good machine to test columns with. A vertical machine is needed for that.

The Government ought to have the benefit of such tests. Then the Government authority could be stamped upon them and a governmental standard fixed at the Government laboratory.

The matter of testing concretes, which has just been extensively done, is a very important thing, and the Government should establish a laboratory to furnish a standard, just such as the Bureau of Standards has established for other things.

Mr. SMITH. Is it not a fact that the railroads of the United States are more interested in the discovery of the laws with reference to reenforced concrete than the United States Government itself? I am not speaking of the United States in relation to its caring for all the rest of the people, but the United States Government itself.

Mr. GREEN. Well, the United States Government is a very extensive institution, and I should say even larger than the Pennsylvania Railroad in its use of concrete.

Mr. SMITH. I did not say the Pennsylvania Railroad. I asked you if the railroads of the country had not more use for reenforced concrete than the Government of the United States in its governmental capacity, as distinguished from its capacity as an instrumentality for furnishing information to the people.

Mr. GREEN. That is difficult to answer offhand without statistics. But what is wanted is authority in these tests. The railroads have not combined to organize their own uniform and general testing and research laboratories for themselves. Each railroad individually—each corporation—is undertaking in a straggling way to do its own testing. It is spending its own money. They are all seeking a standard.

The work of the Bureau of Standards in establishing electrical units alone is very important. The various electric companies have been testing their own lamps, but no two lamps are exactly equal, even if made by the same company, and the standards have been very various. I have had no end of difficulty, in buying lamps through competition, to get a respectable standard of uniformity, and, until that Bureau was established, could not get the tests made on any definite basis. The companies could not be brought together to adopt a standard which could be used by the Government officers in connection with making purchases. Now the companies are doing better as a result of the establishment of the Bureau of Standards. In past years I have had to depart a little from the Government regulations and the rulings of the Comptroller, in the matter of buying lamps and getting bids by competition, because the Government invariably got the worst of the bargain. There was no common basis of tests.

The Bureau of Standards is now furnishing one, and the manufacturing companies are very glad to have such a standard. When they all work under one standard they furnish uniform materials. If not, we can find it out through that Government establishment.

Mr. TAYLOR. Has that been of financial benefit to the Government?

Mr. GREENE. Yes, sir; certainly. The Government benefits and the rest of the country utilizes these standards which are maintained by the Government. The Government is the only power we have to establish proper standards for the market.

SATURDAY, April 28, 1906.

OKLAHOMA TOWN-LOT FUND (AGAIN).

STATEMENT OF MR. ROBERT S. PERSON, AUDITOR FOR THE  
INTERIOR DEPARTMENT.

The CHAIRMAN. A few days ago, Mr. Person, when Mr. Walcott, Director of the Geological Survey, was before us, I made some inquiry regarding what is known in the Department of the Interior as the Oklahoma town-lot fund. You are the Auditor of the Treasury for the Interior Department?

Mr. PERSON. Yes, sir.

The CHAIRMAN. And you have held that position for how long?

Mr. PERSON. I have been Auditor for about five years.

The CHAIRMAN. Have you any knowledge of the existence of this fund which has been created under authority of the act approved March 3, 1901, for the sale of town lots in Oklahoma?

Mr. PERSON. The only knowledge which I have of it comes from the reports made by the Secretary of the Interior from time to time in his annual reports.

The CHAIRMAN. Is not this fund in the Treasury Department?

Mr. PERSON. No, sir.

The CHAIRMAN. It is not?

Mr. PERSON. No, sir; never has been.

The CHAIRMAN. Never has been deposited in the Treasury?

Mr. PERSON. No, sir.

The CHAIRMAN. Does not the law require it to be deposited?

Mr. PERSON. Undoubtedly.

The CHAIRMAN. I mean, does this act to which I have referred provide that it shall be kept or deposited where the law requires all public moneys to be deposited?

Mr. PERSON. There is a question, I think, of doubt—not in my own mind, but it is a question whether this fund was ever required to be deposited in the Treasury; but there is no doubt upon the part of any well-informed person that I have ever heard discuss the matter that it ought to be accounted for, and I do not see really how there can be any question of doubt about it.

The CHAIRMAN. This fund is derived from the sale of property belonging to the Government?

Mr. PERSON. Yes. It is the proceeds of the sale of public lands, and should be accounted for as the proceeds of any other sale of public lands, undoubtedly; there is no question about that. I was going to explain that the question of doubt has been raised as to whether this ought to be put into the Treasury. That is based upon an act of Congress which was subsequent to the sale of these lands, which provides that no appropriation shall be considered to have been made unless it is expressed in terms. I refer to the act approved July 1, 1902, found in 32 Statutes at Large, page 560. It provides that "No act of Congress shall be construed to make an appropriation out of the Treasury of the United States unless such act shall, in specific terms, declare an appropriation to be made for the purpose or purposes specified in the act." You are familiar with that provision in



the appropriation act of four or five years ago, but it is held that that can not apply to this case, because the sales were made before that act was passed; and if you consider precedents in the matter, you will find that this very act which provided for the sale of these town sites made the appropriation for specific purposes. But I do not understand how that can in any way affect the law which required that the money should be deposited in the usual manner in the Treasury, and certainly it does not affect the question of accounting for that money.

The CHAIRMAN. Is the expenditure of the money out of this fund accounted for by the Secretary of the Interior to the Treasury Department, or to any other officer of the Government?

Mr. PERSON. No, sir.

The CHAIRMAN. You are not required to audit the expenditures out of that fund, and do not audit them?

Mr. PERSON. I am required by law to audit all expenditures arising from all sales, or all receipts and disbursements arising in the Interior Department.

The CHAIRMAN. The law requires you to audit all receipts and disbursements of the Interior Department for the Treasury?

Mr. PERSON. Undoubtedly.

The CHAIRMAN. And you have never been called upon to audit these accounts? They have never come to your attention?

Mr. PERSON. No, sir. There has never been an account rendered for those moneys to the Treasury Department.

The CHAIRMAN. Do you know where they are deposited?

Mr. PERSON. Only by such information as I get from the reports of the Department.

The CHAIRMAN. Who draws the checks in payment of vouchers?

Mr. PERSON. I do not know anything about it. I had, under authority of Congress, conferred upon the accounting officers a few years ago, conferring upon them the authority to examine the accounts and books and records and so forth of any office within the District of Columbia, proceeded something over a year ago to make an examination of the records in the Interior Department with reference to these receipts and expenditures.

The CHAIRMAN. What was the result of your investigation?

Mr. PERSON. The Comptroller of the Treasury cooperated with me, and appointed an agent who cooperated with my agent in making an investigation of these moneys, receipts and expenditures. That is the only official information which I have. That is found in the reports made by those agents.

The CHAIRMAN. Have you that report?

Mr. PERSON. Yes, sir.

The CHAIRMAN. Can you state just in brief the substance of the report, and then give it to the stenographer and let him incorporate it in connection with your testimony?

Mr. PERSON. The report found that there had been received something over \$700,000 as the proceeds of the sale of public lands incorporated in those town sites in three different towns in Oklahoma.

The CHAIRMAN. These were the town sites referred to in the act of March 3, 1901?

Mr. PERSON. Yes, sir. And the agents who made this report examined the vouchers with reference to the expenditures and found

the balance, I believe, to have been—I am not sure of the exact figures, and I would prefer to file that report with the committee and let it speak for itself. There is a very slight criticism of those agents on a few of the disbursements, but nothing of very much importance.

The CHAIRMAN. You can not tell just now what the balance is?

Mr. PERSON. No; I have not any means of stating that now. The balance they found due at that time would be diminished monthly, because these disbursements are continually proceeding, and the Interior Department would have to furnish you that information as to that balance. The Treasury Department can not give you that information.

The CHAIRMAN. Will you file that report?

Mr. PERSON. Yes, sir; I will do so. If the committee desires a statement of the law in regard to accounting for such moneys, I have got a brief statement here which I think is very conclusive.

The CHAIRMAN. I wish you would give it to the committee. We would be very glad to have it. This committee has jurisdiction of the accounting of all disbursements, or the supervision of it. I presume it would come properly within the scope of our inquiry in connection with the expenditure of public money.

Mr. PERSON. Here is the statement [reads]:

All claims and demands whatever by the United States or against them, *and all accounts whatever* in which the United States are concerned, either as debtors or as creditors, shall be settled and adjusted in the Department of the Treasury. (Sec. 236, Rev. Stat.)

Every officer or agent of the United States who receives public money which he is not authorized to retain as salary, pay, or emolument shall render his accounts monthly. Such accounts, with the vouchers necessary to the correct and prompt settlement thereof, shall be sent by mail or otherwise to the bureau to which they pertain within ten days after the expiration of each successive month and, after examination there, shall be passed to the proper accounting officer for settlement.

\* \* \* In case of the nonreceipt at the Treasury or proper bureau of any accounts within a reasonable and proper time thereafter, the officer whose accounts are in default shall be required to furnish satisfactory evidence of having complied with the provisions of this section. (Sec. 3622, Rev. Stat., as amended, 1877 and 1894.)

The Secretary of the Treasury shall, on the first Monday of January in each year, make report to Congress of such officers and administrative departments and offices of the Government as were, respectively, at any time during the last preceding fiscal year delinquent in rendering or transmitting accounts to the proper offices in Washington and the cause therefor \* \* \* (29 Stat., 179.)

All accounts of receipts and expenditures of public moneys, except those relating to the postal revenues and expenditures therefrom, are required by law (28 Stat., 208) to be kept upon the books of the Division of Bookkeeping and Warrants in the Treasury Department under the direction of the Secretary of the Treasury.

The Secretary of the Treasury is required by law (28 Stat., 210) annually to lay before Congress, on the first day of the regular session thereof, an accurate combined statement of the receipts and expenditures during the last preceding fiscal year of all public moneys.

Of course if the accounts are not rendered to the Treasury Department as required by section 236 and other laws, it would be impossible for the Secretary of the Treasury to comply with this statute in reporting to Congress all the receipts and expenditures of public moneys.

Mr. TAYLOR. Did you not read before that in case of failure of an officer to do his duty it is the duty of the Secretary to report that failure?

Mr. PERSON. That is rather indefinite. It says he shall be required to furnish satisfactory evidence of having complied with the provisions

of this section. It does not say who. It requires the Secretary of the Treasury to report the delinquency of any other officer.

The CHAIRMAN. He can not make that report unless a report is furnished to him by the officer of the department in which that delinquency occurs?

Mr. PERSON. Unless he is informed by the accounting officers.

The CHAIRMAN. If the accounting officers do not allow the Treasury Department to audit the accounts——

Mr. TAYLOR. Does not the law require the Secretary, then, to report to Congress the failure of an accounting officer to report to him?

Mr. PERSON. No, sir; that is not the law.

Mr. COURTS. The disbursing officer.

Mr. PERSON (reads:)

The Secretary of the Treasury shall, on the first Monday of January in each year, make report to Congress of such officers and administrative departments and offices of the Government as were, respectively, at any time during the last preceding fiscal year delinquent in rendering or transmitting accounts to the proper offices in Washington and the cause therefor.

I suppose the language, "such officers," means receiving and disbursing officers. It also includes the administrative Departments.

That law was framed to remedy this condition, this failure on the part of disbursing officers to render their accounts to Washington, and they would hold them indefinitely. The law required them to transmit to the Treasury Department within a definite period every account received by them, and that is the law under which we are now operating, and this law requires the Secretary of the Treasury not only to report the delinquency of disbursing officers, but of administrative offices here in Washington.

Mr. TAYLOR. That covers that proposition, then, does it not?

Mr. PERSON. Yes, sir; provided he has the information.

Mr. TAYLOR. That is not the proposition, as I understand it. If an officer makes no report at all, does not that law cover the question?

Mr. PERSON. I should think so.

That report that I referred to a moment ago was made to the Secretary of the Treasury, instead of being made to me as Auditor, and I doubt, therefore, if I should file it.

The CHAIRMAN. Very well.

Mr. PERSON. I can give you a copy of my report that I made to the Secretary of the Treasury in 1903. I can give you that.

Mr. TAYLOR. What are they doing with that money?

Mr. PERSON. They are expending it properly, without doubt, and under the scope of the law.

Mr. TAYLOR. Why do they not want to have it audited?

Mr. PERSON. I can not give you any information upon that.

The CHAIRMAN. Is it your judgment that this \$700,000 or more, known as the Oklahoma town lot fund, derived from the sale of public lands, should be covered into the Treasury of the United States as other receipts of the Government from the sale of public lands or the sale of any other property or money coming from any other source should be?

Mr. PERSON. I have not any doubt about it.

The CHAIRMAN. Did the statute of March 3, 1901, authorizing the sale of these town lots and making a permanent indefinite appropriation of the proceeds for the purposes certified in the act, change

in any way, in your judgment, the obligation and duty of the administrative officer with respect to turning in any of the money into the Treasury and the auditing of the account, as other expenditures are audited?

Mr. PERSON. Not in the least.

Mr. TAYLOR. Do you see any reason outside the law itself why this sum should not be audited in the Treasury?

Mr. PERSON. None whatever. A very similar act was passed to provide a temporary government for the Territory of Oklahoma, and in that act it was provided that the proceeds of the sale of certain lands should be received by the Secretary of the Interior, and should be paid to the proper authorities where organized, to be used by them for school purposes only. It was a very similar act, as you will see, but this language in this case is more specific. It does require there that the money should be received by the Secretary of the Interior. The other act does not so require it. My theory is that those funds should have been received by the agents properly constituted to receive the proceeds of the sale of public lands—that is, receivers of public land offices.

This statute to which I have called attention went to the Comptroller, was presented to him by the then Assistant Secretary of the Interior, and he held that the money should be accounted for.

Mr. SULLIVAN. Who held that?

Mr. PERSON. The Comptroller of the Treasury. He held that those moneys should be accounted for, and these proceeds are still being received, and the accounts are still being rendered in the proper way. The Comptroller held in regard to these transfers that there could be no question about it at all. In a case which went up from my office in 1900, when a public officer assumes to receive public funds collected by another public officer, that he also assumes the duty of accounting for such funds in the manner prescribed by the law and regulations. If it be conceded that such moneys need not be accounted for, it would be an easy step to the concession that the disbursement of such funds should not be accounted for.

Then, in another decision that went up from my office, it seems to be clearly the duty of an officer of the United States who receives moneys which belong to the United States, either in his own right or as trustee, to render such full and explicit account as will admit of a proper and exact audit. I will file the exact language of those passages in those two decisions.

When a public officer assumes the duty of collecting funds properly collectible by another public officer, he also assumes the duty of accounting for such funds in the manner prescribed by law and regulations. \* \* \* If it were conceded that the receipts of public or trust moneys need not be accounted for, it would be an easy step to the concession that the disbursements of such funds need not be accounted for. (Comp. of Treas. to Sec. of Treas., Dec. 13, 1900.)

It seems clearly to be the duty of an officer of the United States who receives moneys which belong to the United States, either in his own right or as trustee, to render such full and explicit account as will admit of a proper and exact audit. (Sec. of Treas. to Sec. of Int., July 10, 1900.)

I think those are fundamental. That was Secretary Gage's language, which was adopted by the Comptroller of the Treasury in a case that went up from my office.

Mr. SULLIVAN. That seems to exclude any discretion on the part of the accounting officer. Nevertheless it must be the opinion of the

Secretary of the Interior that this must be a special fund and that administrative officers are relieved from the duty of accounting.

Mr. PERSON. Certainly.

The CHAIRMAN. Now, Mr. Person, have you considered the matter whether or not the failure to put this money into the Treasury and the use of it as it is being used are not an implied violation of the Constitution of the United States, which says "No money shall be drawn from the Treasury but in consequence of appropriations made by law?"

Mr. PERSON. I do not believe that that applies to this case, because they were never in the Treasury, as in my judgment they ought to have been.

The CHAIRMAN. I know, but is not that a perversion of that provision of the Constitution? By keeping those moneys out of the Treasury they have avoided any necessity for any specific appropriation?

Mr. TAYLOR. Doing indirectly what they can not do directly.

The CHAIRMAN. It is public money received from the sale of Government property, which under the law should go into the Treasury. It certainly is not going into the Treasury, and is being used, and is not that a perversion of the Constitution?

Mr. PERSON. I am not criticising anybody, but I do not understand how a public officer can take the position that he is not required to account for all public moneys received and disbursed. I do not understand the attitude of an officer who takes that position. I can not understand why he would want to take that position. I should think for his own protection he would be glad and anxious to comply with every requirement of law regarding the accounting for public moneys.

The CHAIRMAN. The remainder of this paragraph of the Constitution reads, after the word "law," "and a regular statement and account of the receipts and expenditures of all public money shall be published from time to time."

Mr. PERSON. I have tried to cover that in one of the citations I have made here, where Congress has enacted a statute to carry into effect that provision of the Constitution. That statute has not been complied with, and consequently the Constitution has not been complied with, and the Secretary of the Treasury can not comply with this requirement of Congress or of the Constitution unless all public moneys are reported and accounted for in the Treasury Department. It is impossible.

The CHAIRMAN. Do you know of any other funds derived from the sale of public lands or other property under the jurisdiction of the Interior Department which are similarly situated with respect to accounting or failure to account for their disbursements?

#### PROCEEDS OF SALES OF PUBLIC PROPERTY.

Mr. PERSON. There is a practice which prevails in the Interior Department that I think is not limited to that Department, as I am informed, regarding the accounting for the receipt of public moneys. All expenditures of public funds are accounted for, that I know anything about, in the Interior Department, except this Oklahoma town-site fund.

But receipts from other sources are not accounted for to a considerable extent, and I have just recently taken that matter up with some

of the officials of the Interior Department—the Geological Survey—for instance, because just now the receipts coming in through that branch of the service are of some importance, and no account has been rendered of moneys received from the sale of condemned property and miscellaneous sources.

The CHAIRMAN. Under whose immediate jurisdiction have these sales taken place? Under the direction and jurisdiction of the Director of the Geological Survey?

Mr. PERSON. My information, of course, is not very exact. I simply know that certain moneys have been received, and I have had tabulated a statement covering the period from September 1, 1905, to January 25, 1906. That was tabulated some time ago. It shows the receipt of \$27,929.67 during that period from various sources, which I have no means officially of knowing, because they are not accounted for. But I know they arose in the Reclamation Service. But I am told, and I believe from copies of certificates of deposit, that these moneys have all been received by the Secretary of the Interior personally and have been covered into the Treasury.

These have been covered into the Treasury, and no part of them has been disbursed except in a proper and legal way, but the receipts have not been accounted for. This matter is under consideration by the Geological Survey at the present time, and they agree with me—at least I have not discovered anyone there yet who has not agreed with me—that there should be a full accounting for such moneys.

The CHAIRMAN. Does not the law specifically direct that there shall be an accounting?

Mr. PERSON. Undoubtedly.

The CHAIRMAN. Who is responsible for the failure to account for that? Is it the Director of the Geological Survey or the Secretary of the Interior?

Mr. PERSON. Referring again here to the Comptroller's decision that I have just referred to, he says: "When a public officer assumes the duty of collecting funds properly collectible by another public officer he also assumes the duty of accounting for such funds in the manner prescribed by law and regulations;" and certainly if he collects funds that are properly collectible by himself he must account for them. But even if he collects moneys that are properly collectible by some other the Comptroller has held that he must account for them just as the proper officer shall account for them.

The CHAIRMAN. In this case if the proceeds are derived from the sale of property under the jurisdiction of the Geological Survey, and the director reports or accounts to anybody, to whom would he account except to the Secretary of the Interior?

Mr. PERSON. He should account to the Auditor for the Interior Department. The law is plain on that question.

The CHAIRMAN. Or to the Secretary? Is it optional with him under the law? If he reported it to the Secretary of the Interior, would it be the duty of the Secretary of the Interior to report it to you as the representative of the Treasury Department?

Mr. PERSON. No; I do not think the law would require him to report to the Secretary of the Interior. He is a Bureau officer, I suppose.

The CHAIRMAN. He is a Bureau officer.

Mr. PERSON. And the law would require, of course, the account to be rendered in that Bureau, and he should pursue the same course that the

Commissioner of Indian Affairs does now. The Commissioner of Indian Affairs receives large amounts of money each month, and since Mr. Leupp has been in there, there has been a regular and proper accounting for those funds without going through the Interior Department.

The accounting is made in the Indian Bureau, and he accounts directly to me. There is no doubt but that that is the regular procedure, although the Secretary of the Interior could prescribe any other if he chose to do so.

Mr. SULLIVAN. Is it the idea of the officers who do not make an accounting that these are trust funds, which constitute an exception to the general law?

Mr. PERSON. I can not answer for them, because I do not know their attitude, and I can not comprehend the situation.

Mr. SULLIVAN. The refusal to account was placed upon some ground, was it not?

Mr. PERSON. No, sir.

Mr. SULLIVAN. Just a bare, blank, positive refusal?

Mr. PERSON. Of course, do not understand that I made a demand upon the Secretary of the Interior for an accounting.

Mr. SULLIVAN. I am not saying who made it.

Mr. PERSON. I did report the facts to the Secretary of the Treasury that these moneys were not accounted for.

The CHAIRMAN. When a town lot owned by the Government of the United States in Oklahoma is bought under the provisions of this act of March 3, 1901, and is paid for, who is the man that receives that money?

Mr. PERSON. I do not know; I have no means of knowing.

The CHAIRMAN. Do you know where the money goes to?

Mr. PERSON. I do not; I have no means of knowing, except as I go to the Interior Department and make an investigation of the record.

The CHAIRMAN. Have you any further statement to make in respect to this matter of the receipt of public money and the failure to account for it, as provided by law, which has come to your notice in your service in the Treasury Department as Auditor for the Department of the Interior?

Mr. PERSON. I have no statement to make, except to say that I do not attribute any wrongdoing to anybody, but it is simply a loose and unbusinesslike method of transacting the public business.

Mr. TAYLOR. It does not apply only to the Interior Department?

Mr. PERSON. Of course I do not speak except for the Interior Department.

Mr. TAYLOR. As Auditor for the Interior Department you do not know what takes place in the other auditing offices?

Mr. PERSON. No, sir.

The CHAIRMAN. The proceeds of the sales of these town lots which take place do not go to the receiver of the Land Office of the Territory of Oklahoma?

Mr. PERSON. No, sir; they were not collected by him. That much I know by the reports that have been made from the Interior Department.

## PROPOSED PAYMENT TO GEORGE. W. EVANS, DISBURSING OFFICER, INTERIOR DEPARTMENT.

The CHAIRMAN. We have another estimate here from the Department of the Interior, with which I think you are familiar—an estimate submitted by the Secretary of the Interior at the beginning of this Congress to be included in the urgent deficiency bill, the effect of which was to pay the disbursing officer of the Interior Department a certain sum, three-eighths of 1 per cent, aggregating something over \$5,000 for money disbursed by him in connection with the construction of new buildings at the St. Elizabeth's Hospital. You are familiar with that?

Mr. PERSON. I know that such a claim was made and came to my office and was disallowed.

The CHAIRMAN. We have now pending before the committee, to be included in the sundry civil bill, the same estimate. Are you sufficiently familiar with the facts and the law to give the committee your reasons for disallowing that claim?

Mr. PERSON. It was disallowed in my office, and the disallowance was sustained on an appeal to the Comptroller's office, because it was illegal. There was no authority of law for the payment of that commission.

The CHAIRMAN. Is the payment of that commission prohibited by law?

Mr. PERSON. Undoubtedly, by section 1765, I think it is, of the Revised Statutes.

The CHAIRMAN. It is expressly prohibited, is it not?

Mr. PERSON. Undoubtedly.

The CHAIRMAN. This money was expended within the District of Columbia?

Mr. PERSON. Yes, sir.

The CHAIRMAN. And the disbursing officer, Mr. Evans, is receiving a salary of more than \$2,500 a year?

Mr. PERSON. That is right.

The CHAIRMAN. And those are the two conditions mentioned in that statute, which prohibits the allowance of any additional sum to any disbursing officer for money disbursed in the District, when the officer receives a salary of \$2,500?

Mr. PERSON. Yes; without an express authorization by Congress; without express provision of law.

The CHAIRMAN. So that in order to make this payment or authorize the payment of five thousand and some odd dollars to Mr. Evans, the disbursing officer of the Interior Department, we would have to that extent to repeal in effect this statute as to him? We would have to make an exception in this particular case?

Mr. PERSON. Yes. It would not repeal the statute to make an exception in his case.

Mr. TAYLOR. Does not that statute allow exceptions when authorized by Congress?

Mr. PERSON. It says, "except when specially authorized by law."

The CHAIRMAN. These were the reasons on which you rejected the payment?

Mr. PERSON. Yes, sir.



The CHAIRMAN. He had, however, paid himself before you decided the case, had he not?

Mr. PERSON. Certainly; otherwise I could not have disallowed it.

The CHAIRMAN. And has since returned the money to the Treasury?

Mr. PERSON. Yes, sir.

Mr. TAYLOR. What officer was that?

Mr. PERSON. That was George W. Evans.

Mr. TAYLOR. What office did he hold?

Mr. PERSON. He is disbursing officer of the Interior Department.

Mr. TAYLOR. On what authority did he base his claim?

Mr. PERSON. He sent to us, as evidence upon which he made the claim, an appointment, as I believe, as I recall the case, by the Secretary of the Interior, who expressly authorized him to receive three-eighths of 1 per cent for making those disbursements.

# EMPLOYMENT OF FRANK C. CHURCHILL.

(See also page 744.)

The CHAIRMAN. Has your attention as Auditor of the Treasury for the Interior Department been called to the employment of Mr. Frank C. Churchill, reference to whom was made this morning by the Commissioner of Education, Mr. Harris?

Mr. PERSON. Yes, sir; I heard the statement by Mr. Harris.

The CHAIRMAN. Have Mr. Churchill's accounts been audited by you or brought to your attention?

Mr. PERSON. They have been filed in the office, but they have not been finally settled.

The CHAIRMAN. What was Mr. Churchill doing before he was appointed by the Secretary of the Interior to investigate the conditions of the school service and the domestication of reindeer in the district of Alaska?

Mr. PERSON. For some time, I think, he had been a special agent or officer of some kind in the Indian service.

The CHAIRMAN. What compensation was he receiving at that time?

Mr. PERSON. I am not certain, but I think it was \$2,500.

The CHAIRMAN. Do the papers filed in your office show what compensation he was receiving as special agent for investigating the school service and domestication of reindeer in the district of Alaska?

Mr. PERSON. I do not know that I can state exactly what this compensation was.

The CHAIRMAN. Was it \$751 a month?

Mr. PERSON. Yes; I recall that, because the \$1 attracted my attention.

The CHAIRMAN. Was he, out of that compensation, to pay his own subsistence?

Mr. PERSON. Yes, sir; I believe he was.

The CHAIRMAN. Was he also to be reimbursed for traveling and all other miscellaneous expenses?

Mr. PERSON. Yes, sir; that is my recollection.

The CHAIRMAN. And was authorized to employ a stenographer at public expense?

Mr. PERSON. I do not remember whether he had such authorization or not.

The CHAIRMAN. Prior to this appointment for this special service in Alaska he was receiving \$2,500, and when appointed for this particular duty he was allowed a salary of \$751 a month, traveling and miscellaneous expenses added? Do you know when that service commenced in Alaska?

Mr. PERSON. I can not give you the date; no, sir. It was sometime last year; I think toward the close of the fiscal year 1905, or the early part of the fiscal year 1906, but I do not recall the date.

The CHAIRMAN. Do his accounts, if you have them rendered in your office, give a detailed statement of the miscellaneous expenditures in this investigation?

Mr. PERSON. I have really forgotten just what those accounts show. The only fact that I distinctly remember now is that the settlement of his account is suspended for evidence of official employment in New York and Boston, as I recall it.

The CHAIRMAN. He was authorized to go to Alaska via Boston and Montreal, was he not, if he so desired?

Mr. PERSON. I do not know whether his authorization was to that effect or not.

The CHAIRMAN. Boston and Montreal, if he so desired it. Would it be much trouble for you to furnish us with a copy of the statement of his account?

Mr. PERSON. No, sir; I can do that very easily.

The CHAIRMAN. I wish you would do that, Mr. Person, giving us the facts.

TREASURY DEPARTMENT,  
Washington, April 30, 1906.

HON. JAMES A. TAWNEY,  
*Chairman of the Committee on Appropriations,  
House of Representatives.*

MY DEAR SIR: In compliance with your request I have the honor to transmit herewith copies of all reports that are on file in this office relating to moneys collected and disbursed by the authority of the Secretary of the Interior under the provisions of the act of March 3, 1901 (31 Stats., 1093), and its amendment. These reports constitute all the information of record in this office relating to the receipts and disbursements of said moneys.

(A) A report of the Auditor for the Interior Department to the Secretary of the Treasury dated September 3, 1903.

(B) A joint report to the Comptroller of the Treasury and the Auditor for the Interior Department by their agents, dated January 4, 1905.

(C) A report to the Auditor for the Interior Department by his agent, dated January 4, 1905.

(D) A joint report to the Secretary of the Treasury by his agents, dated January 23, 1905.

I also inclose herewith at your request—

(E) An abstract of itemized expense accounts incurred by Frank C. Churchill, a special agent of the Interior Department under appointment of the Secretary of the Interior, from June 1, 1905, to February 15, 1906, both days included.

Very respectfully, yours,

R. S. PERSON, Auditor.

TREASURY DEPARTMENT,  
OFFICE OF THE AUDITOR FOR THE INTERIOR DEPARTMENT,  
September 3, 1903.

The SECRETARY OF THE TREASURY.

SIR: An agreement was entered into on the 4th day of June, 1891, by and between certain Commissioners on the part of the United States, and the Wichita and affiliated bands of Indians in Oklahoma Territory, by which agreement said Wichita and affiliated bands of Indians ceded, conveyed, transferred, and relinquished, forever and absolutely, without any reservation whatever, unto the United States of America, all their claim, title, and interest of every kind and character in and to cer-

tain lands in Oklahoma Territory, embraced and described in the tract of country specified in the agreement. This agreement was ratified by an act of Congress approved March 2, 1895 (28 Stat. L., 894).

Another agreement was made and entered into on the 6th day of October, 1892, by and between certain Commissioners on the part of the United States and the Comanche, Kiowa, and Apache tribes of Indians, in which agreement the said tribes, subject to certain conditions, ceded, conveyed, transferred, relinquished, and surrendered, forever and absolutely, without any reservation whatever, expressed or implied, unto the United States of America, all their claim, title, and interest of every kind and character, in and to certain lands embraced in a tract of country in the Territory of Oklahoma, described in the articles of agreement. This agreement was accepted, ratified, and confirmed by an act approved June 6, 1900 (31 Stat. L., 676), as amended in said act.

The act of Congress ratifying the Wichita agreement provided (p. 897): "That whenever any of the lands acquired by this agreement shall, by operation of law or proclamation of the President of the United States, be open to settlement, they shall be disposed of under the general provisions of the homestead and town-site laws of the United States."

This provision was, however, modified by the act of March 3, 1901 (31 Stat., 1093), "An act to supplement existing laws relating to the disposition of lands, etc.," by which it was provided that, before the time for opening to settlement or entry of any of the lands in the Territory of Oklahoma, ceded to the United States by the agreements referred to, it should be the duty of the Secretary of the Interior to subdivide the same into such number of counties as would, for the time being, best subserve the public interests, and to designate the place for the county seat of each county, and to set aside and reserve for such county seat, for disposition as provided for in the act, 320 acres of land. The lands opened to settlement and entry were to be so opened by proclamation of the President.

It was provided that "The lands so set apart and designated shall, in advance of the opening, be surveyed, subdivided, and platted, under the direction of the Secretary of the Interior, into appropriate lots, blocks, streets, alleys, and sites for parks or public buildings, so as to make a town site thereof: *Provided*, That no person shall purchase more than one business and one residence lot. Such town lots shall be offered and sold at public auction to the highest bidder, under the direction of the Secretary of the Interior, at sales to be had at the opening and subsequent thereto. The receipts from the sale of these lots in the respective county seats shall, after deducting the expenses incident to the surveying, subdividing, platting, and selling of the same, be disposed of under the direction of the Secretary of the Interior in the following manner: A court-house shall be erected therewith at such county seat at a cost not exceeding ten thousand dollars, and the residue shall be applied to the construction of bridges, roads, and such other public improvements as the Secretary of the Interior shall deem appropriate, including the payment of expenses actually necessary to the maintenance of the county government until the time for collecting county taxes in the calendar year next succeeding the time of the opening. No indebtedness of any character shall be contracted or incurred by any of said counties prior to the time for collecting county taxes in the calendar year next succeeding the opening, excepting where the same shall have been authorized by the Secretary of the Interior."

The act of March 3, 1901 (*supra*), was amended by an act of June 30, 1902 (32 Stat. L., 506), so as to increase the appropriation for county court-houses and to give to the Secretary of the Interior authority "to cause to be expended, subject to his control and supervision and upon the recommendation of the legally constituted authorities of each of said towns, for the construction of public waterworks, schoolhouses, and such other municipal improvements as may be advisable and advantageous to the inhabitants of said towns, the following additional sums, to wit: For the town of Lawton, one hundred and fifty thousand dollars; for the town of Anadarko, sixty thousand dollars, and for the town of Hobart, fifty thousand dollars."

The proclamation of the President opening these lands to settlement and entry was issued July 4, 1901, and recited that all of the conditions required by law, to be performed prior to the opening of said tracts of land to settlement and entry, had been duly performed. Said proclamation prescribed the manner in which said lands might be settled upon and occupied by persons entitled thereto under the acts ratifying the agreements.

Three county-seat town sites—Lawton, Anadarko, and Hobart—were designated by the Secretary of the Interior pursuant to law. The sale of town lots was begun on August 6 in each of the three town sites, and was continued from day to day until every lot was sold. The total receipts from the sales of lots in the three town sites aggregated \$736,033. (See Annual Report Secretary of the Interior, 1901, p. 63.)

The moneys were deposited with the assistant treasurer of the United States at St. Louis, Mo., to the credit of the Secretary of the Interior on account of town sites. It appears from the daily statement of assets and liabilities of the assistant treasurer, dated August 31, 1903, that there remains of this sum now on deposit \$623,156.43.

The claim of the Government to the lands of Indian tribes extends to the ultimate title and to the exclusive power of acquiring possession. (*Johnson v. McIntosh*, 8 Wheat., 543.) The fee was in the United States, subject only to occupancy. (*U. S. v. Cook*, 19 Wall., 592.) The right of occupancy was relinquished by the Indians and the Government entered into possession of the lands. The moneys derived from the sale of public lands are public moneys, to be covered into the Treasury of the United States as other public revenues, and can be appropriated to such uses as Congress may by law designate.

Public moneys, whether in the Treasury of the United States, deposited with the Assistant Treasurer, in the hands of an officer of the Government, or in any other place, retain the character of public funds; the title remains in the United States; they cease to be public moneys only when paid out in liquidation of a legal demand and to a lawful claimant. (4 Comp., Dec. 210.)

In section 22 of the act of May 2, 1890, which act created a temporary government for the Territory of Oklahoma (26 Stat. L., 92), it was provided "That in case any lands in said Territory of Oklahoma, which may be occupied and filed upon as a homestead, under the provisions of law applicable to said Territory, by a person who is entitled to perfect his title thereto under such laws, are required for town-site purposes, it shall be lawful for such person to apply to the Secretary of the Interior to purchase the lands embraced in said homestead, or any part thereof for town-site purposes. He shall file with the application a plat for such proposed town site, and if such plat shall be approved by the Secretary of the Interior, he shall issue a patent to such person for land embraced in said town site, upon the payment of the sum of \$10 per acre for all the lands embraced in such town site, except the lands to be donated and maintained for public purposes as provided in this section, and the sums so received by the Secretary of the Interior shall be paid over to the proper authorities of the municipalities when organized, to be used by them for school purposes only."

Comptroller Matthews, replying to a letter from the Secretary of the Interior relating to the disposition of moneys received by the Secretary of the Interior under this provision, on July 13, 1892, said:

"I have the honor to say that, in my opinion, Congress did not intend that the moneys derived from the sale of town sites in Oklahoma under the act referred to should be disposed of in such a manner that no account thereof could be kept at the Treasury. The act sets apart the moneys received from the sales of the respective town sites for school purposes and provides that the Secretary of the Interior shall pay over the same to the proper authorities of the municipalities when organized.

"This is, in legal effect, an appropriation of the proceeds of sales of such town sites for the purpose indicated. There is therefore no reason why the proceeds of the sales of such town sites should not be deposited in the Treasury, as other public revenues, to the credit of miscellaneous receipts 'on account of sales of town sites in Oklahoma Territory under section 22, act of May 2, 1890,' and under the authority of said act the Secretary of the Treasury will issue appropriation warrants for the amounts so deposited, setting them apart and making them subject to the requisition of the Secretary of the Interior for the purposes indicated in the act.

"A detailed account of the deposits made on account of sales of each particular town site should be kept, in order that payments may be made by settlements in favor of the respective municipalities when organized, as suggested in your letter."

The moneys derived from the sales of town sites under section 22, act of May 2, 1890 (*supra*), have uniformly been covered into the Treasury, appropriation warrants have been issued for the several amounts thereof, and they have been paid out in the manner set out in the decision. The character of the funds received from the sales of town lots in the county seat town sites under the act of March 3, 1901 (*supra*), differed in no respect from the funds received by the Secretary of the Interior from the purchase price of lands for town-site purposes under section 22, act of May 2, 1890 (*supra*). In each case Congress appropriated the proceeds of the sale for specific purposes.

Section 236, Revised Statutes, provides that "all claims and demands whatever by the United States or against them, and all accounts whatever in which the United States are concerned, either as debtors or as creditors, shall be settled and adjusted in the Treasury Department."

Section 3622, Revised Statutes, provides that "every officer or agent of the United States who received public money which he is not authorized to retain as salary, pay, or emolument shall render his accounts monthly."

Section 7 of the act of July 31, 1894 (28 Stat. L., 206), provides that "the Auditor for the Interior Department shall receive and examine all accounts \* \* \* relating to \* \* \* public lands."

The Comptroller of the Treasury, in a decision (to the Secretary of the Treasury) dated December 13, 1900, held "when the Commissioner of Indian Affairs assumed the duty of collecting funds properly collectible by Indian agents, he also assumed the duty of accounting for such funds in the manner prescribed by law and regulations."

"\* \* \* If it were conceded that the receipts of Indian moneys—proceeds of labor—need not be accounted for, it would be an easy step to the concession that the disbursement of such funds need not be accounted for."

"The only safe, proper, and legal view of the question seems to be that set forth in your letter to the Secretary of the Interior, dated July 10, 1900, as follows:

"It seems clearly to be the duty of an officer of the United States who receives moneys which belong to the United States, either in his own right or as trustee to render such full and explicit account as will admit of a proper and exact audit."

"Under this rule it seems incumbent upon the Commissioner of Indian Affairs to keep an accurate record of all funds received by him from miscellaneous sources, whether from mining leases, grazing leases, or otherwise, and whether the funds are of the class known as 'Indian moneys, proceeds of labor,' or otherwise, and to render such full and explicit account thereof as will admit of a proper and exact audit by the Auditor for the Interior Department, and it is so held."

Again on December 3, 1902, in what is known as the Menomonee Log Case, the Comptroller said:

"I think the Auditor was justified in raising the point that the method pursued leaves a defect in the records which may come up to plague future investigators. Governmental business is not the work of a day, or even the lifetime of any person. It is a continuing business, and prudence as well as experience dictates such a persistency in records as will leave to future officers a record that will enable them to ascertain what their predecessors have done and the reasons for their actions."

"\* \* \* In order to perfect the records of the Auditor's office I would suggest that the Auditor obtain from the Interior Department (if the present papers are not sufficient for that purpose) information as to the transaction, and that the same be filed with the accounts of the Indian agent for the quarter ending June 30, 1902, and a notation be made on the official statement of the account referring to the papers filed therewith. This will preserve a record of the transaction in the very place where one would naturally look for it hereafter."

The moneys received from the sales of the lots in the county seats—Lawton, Anadarko, and Hobart—and deposited with the assistant treasurer of the United States, have never been covered into the Treasury of the United States, and no account for them has been rendered to the Treasury Department.

The facts and circumstances and the laws bearing upon the subject are presented to you for your information, and such action as you may deem proper.

Respectfully,

R. S. PERSON, Auditor.

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TREASURY DEPARTMENT,  
OFFICE OF COMPTROLLER OF THE TREASURY.  
Washington, January 4, 1905.

THE COMPTROLLER OF THE TREASURY AND  
AUDITOR FOR THE INTERIOR DEPARTMENT.

GENTLEMEN: In pursuance of your instructions in letters dated December 27, 1904, we proceeded to the General Land Office on the 29th ultimo for the purpose of inspecting and examining the books, papers, and other matters relating to the accounts of the receipt and disbursement of moneys received and disbursed under the provisions of the act of March 3, 1901 (31 Stat. L., 1093), and the act of June 30, 1902, amendatory of the first-named act (32 Stat. L., 506). Upon examination of the records of that Office it appeared that reservations of town sites had been made under the provisions of the first-named act at Anadarko, Hobart, and Lawton, in Oklahoma; that these reservations had been subdivided into town lots and platted under the superintendence of Assistant Commissioner (now Commissioner) William A. Richards, of the General Land Office; and, further, that said lots were sold at public auction to the highest bidder for cash, through the immediate agency of three town-site agents or commissioners appointed for that purpose by Assistant Commissioner Richards July 31, 1901, as directed by Acting Secretary of the Interior Thomas Ryan in a letter dated July 19, 1901, sales being effected from the 6th to the 31st of the succeeding August. The gross proceeds of the sales, as shown by daily abstracts of sales furnished by the town-site commissioners at the time, which abstracts are now on

in any way, in your judgment, the obligation and duty of the administrative officer with respect to turning in any of the money into the Treasury and the auditing of the account, as other expenditures are audited?

Mr. PERSON. Not in the least.

Mr. TAYLOR. Do you see any reason outside the law itself why this sum should not be audited in the Treasury?

Mr. PERSON. None whatever. A very similar act was passed to provide a temporary government for the Territory of Oklahoma, and in that act it was provided that the proceeds of the sale of certain lands should be received by the Secretary of the Interior, and should be paid to the proper authorities where organized, to be used by them for school purposes only. It was a very similar act, as you will see, but this language in this case is more specific. It does require there that the money should be received by the Secretary of the Interior. The other act does not so require it. My theory is that those funds should have been received by the agents properly constituted to receive the proceeds of the sale of public lands—that is, receivers of public land offices.

This statute to which I have called attention went to the Comptroller, was presented to him by the then Assistant Secretary of the Interior, and he held that the money should be accounted for.

Mr. SULLIVAN. Who held that?

Mr. PERSON. The Comptroller of the Treasury. He held that those moneys should be accounted for, and these proceeds are still being received, and the accounts are still being rendered in the proper way. The Comptroller held in regard to these transfers that there could be no question about it at all. In a case which went up from my office in 1900, when a public officer assumes to receive public funds collected by another public officer, that he also assumes the duty of accounting for such funds in the manner prescribed by the law and regulations. If it be conceded that such moneys need not be accounted for, it would be an easy step to the concession that the disbursement of such funds should not be accounted for.

Then, in another decision that went up from my office, it seems to be clearly the duty of an officer of the United States who receives moneys which belong to the United States, either in his own right or as trustee, to render such full and explicit account as will admit of a proper and exact audit. I will file the exact language of those passages in those two decisions.

When a public officer assumes the duty of collecting funds properly collectible by another public officer, he also assumes the duty of accounting for such funds in the manner prescribed by law and regulations. \* \* \* If it were conceded that the receipts of public or trust moneys need not be accounted for, it would be an easy step to the concession that the disbursements of such funds need not be accounted for. (Comp. of Treas. to Sec. of Treas., Dec. 13, 1900.)

It seems clearly to be the duty of an officer of the United States who receives moneys which belong to the United States, either in his own right or as trustee, to render such full and explicit account as will admit of a proper and exact audit. (Sec. of Treas. to Sec. of Int., July 10, 1900.)

I think those are fundamental. That was Secretary Gage's language, which was adopted by the Comptroller of the Treasury in a case that went up from my office.

Mr. SULLIVAN. That seems to exclude any discretion on the part of the accounting officer. Nevertheless it must be the opinion of the

Secretary of the Interior that this must be a special fund and that administrative officers are relieved from the duty of accounting.

Mr. PERSON. Certainly.

The CHAIRMAN. Now, Mr. Person, have you considered the matter whether or not the failure to put this money into the Treasury and the use of it as it is being used are not an implied violation of the Constitution of the United States, which says "No money shall be drawn from the Treasury but in consequence of appropriations made by law?"

Mr. PERSON. I do not believe that that applies to this case, because they were never in the Treasury, as in my judgment they ought to have been.

The CHAIRMAN. I know, but is not that a perversion of that provision of the Constitution? By keeping those moneys out of the Treasury they have avoided any necessity for any specific appropriation?

Mr. TAYLOR. Doing indirectly what they can not do directly.

The CHAIRMAN. It is public money received from the sale of Government property, which under the law should go into the Treasury. It certainly is not going into the Treasury, and is being used, and is not that a perversion of the Constitution?

Mr. PERSON. I am not criticising anybody, but I do not understand how a public officer can take the position that he is not required to account for all public moneys received and disbursed. I do not understand the attitude of an officer who takes that position. I can not understand why he would want to take that position. I should think for his own protection he would be glad and anxious to comply with every requirement of law regarding the accounting for public moneys.

The CHAIRMAN. The remainder of this paragraph of the Constitution reads, after the word "law," "and a regular statement and account of the receipts and expenditures of all public money shall be published from time to time."

Mr. PERSON. I have tried to cover that in one of the citations I have made here, where Congress has enacted a statute to carry into effect that provision of the Constitution. That statute has not been complied with, and consequently the Constitution has not been complied with, and the Secretary of the Treasury can not comply with this requirement of Congress or of the Constitution unless all public moneys are reported and accounted for in the Treasury Department. It is impossible.

The CHAIRMAN. Do you know of any other funds derived from the sale of public lands or other property under the jurisdiction of the Interior Department which are similarly situated with respect to accounting or failure to account for their disbursements?

#### PROCEEDS OF SALES OF PUBLIC PROPERTY.

Mr. PERSON. There is a practice which prevails in the Interior Department that I think is not limited to that Department, as I am informed, regarding the accounting for the receipt of public moneys. All expenditures of public funds are accounted for, that I know anything about, in the Interior Department, except this Oklahoma town-site fund.

But receipts from other sources are not accounted for to a considerable extent, and I have just recently taken that matter up with some

of the officials of the Interior Department—the Geological Survey—for instance, because just now the receipts coming in through that branch of the service are of some importance, and no account has been rendered of moneys received from the sale of condemned property and miscellaneous sources.

The CHAIRMAN. Under whose immediate jurisdiction have these sales taken place? Under the direction and jurisdiction of the Director of the Geological Survey?

Mr. PERSON. My information, of course, is not very exact. I simply know that certain moneys have been received, and I have had tabulated a statement covering the period from September 1, 1905, to January 25, 1906. That was tabulated some time ago. It shows the receipt of \$27,929.67 during that period from various sources, which I have no means officially of knowing, because they are not accounted for. But I know they arose in the Reclamation Service. But I am told, and I believe from copies of certificates of deposit, that these moneys have all been received by the Secretary of the Interior personally and have been covered into the Treasury.

These have been covered into the Treasury, and no part of them has been disbursed except in a proper and legal way, but the receipts have not been accounted for. This matter is under consideration by the Geological Survey at the present time, and they agree with me—at least I have not discovered anyone there yet who has not agreed with me—that there should be a full accounting for such moneys.

The CHAIRMAN. Does not the law specifically direct that there shall be an accounting?

Mr. PERSON. Undoubtedly.

The CHAIRMAN. Who is responsible for the failure to account for that? Is it the Director of the Geological Survey or the Secretary of the Interior?

Mr. PERSON. Referring again here to the Comptroller's decision that I have just referred to, he says: "When a public officer assumes the duty of collecting funds properly collectible by another public officer he also assumes the duty of accounting for such funds in the manner prescribed by law and regulations;" and certainly if he collects funds that are properly collectible by himself he must account for them. But even if he collects moneys that are properly collectible by some other the Comptroller has held that he must account for them just as the proper officer shall account for them.

The CHAIRMAN. In this case if the proceeds are derived from the sale of property under the jurisdiction of the Geological Survey, and the director reports or accounts to anybody, to whom would he account except to the Secretary of the Interior?

Mr. PERSON. He should account to the Auditor for the Interior Department. The law is plain on that question.

The CHAIRMAN. Or to the Secretary? Is it optional with him under the law? If he reported it to the Secretary of the Interior, would it be the duty of the Secretary of the Interior to report it to you as the representative of the Treasury Department?

Mr. PERSON. No; I do not think the law would require him to report to the Secretary of the Interior. He is a Bureau officer, I suppose.

The CHAIRMAN. He is a Bureau officer.

Mr. PERSON. And the law would require, of course, the account to be filed in that Bureau, and he should pursue the same course that the



## Amounts paid by George W. Evans—Continued.

I. P. Berthrong June 19 to July 29.....	\$178.84
Photolithographing and printing town-site plats.....	153.00
Photolithographing and printing sheets for blocks.....	56.10
Binding in books.....	5.25
	<u>\$1,719.43</u>

## Amounts paid by selves as special disbursing agents per accounts settled in Auditor's Office:

Settlement 7094, F. M. Johnson, June 17 to 30, 1901.....	70.00
Settlement 7226, F. M. Johnson, July 1 to 13, 1901.....	65.00
Settlement 7226, F. M. Johnson, per diem, July 1 to 13, 1901..	39.00
Settlement 7057, A. D. Kidder, June 17 to 30, 1901.....	70.00
Settlement 7124, A. D. Kidder, June 1 to 28, 1901.....	140.00
Settlement 7124, A. D. Kidder, per diem, July 1 to 28, 1901...	84.00
	<u>468.00</u>

Total paid primarily from appropriations..... 5,284.24

The records show that these payments were made from appropriations as follows:

## Salaries, General Land Office:

1901.....	\$996.71
1902.....	204.37

## Surveying public lands:

1901.....	2,387.92
1902.....	1,480.89

Reproducing plats of surveys, General Land Office, 1901..... 214.35

Total..... 5,284.24

Three checks for \$1,761.41 each, amounting to \$5,284.23, were drawn upon the assistant treasurer at St. Louis by the Secretary of the Interior in favor of the Treasurer of the United States and deposited February 12, 1902, per certificate of deposit No. 69, for the ostensible purpose of reimbursing the appropriations from which the expenses of surveying, subdividing, and platting the town sites were originally paid. By what appears to have been an erroneous designation, the whole amount was covered into the Treasury by repay warrant No. 2632, third quarter 1902, under "Surveying public lands, 1902," whereas only \$1,480.89 had been paid from that appropriation. This action resulted in augmenting the then current appropriation, "Surveying public lands, 1902," from unexpended balances of other appropriations to the extent of \$3,803.34.

The net proceeds from the sale of lots, \$730,201.85, being reduced by paying therefrom expenses of surveying, etc., \$5,284.23, there remained for disbursement \$724,917.62, distributed as follows: Town-site sales at Anadarko, \$185,149.06; town-site sales at Hobart, \$129,174.59; town-site sales at Lawton, \$410,593.97.

In the record book kept in the disbursing division of the Secretary's office these three funds are separately kept. Each check drawn for disbursement shows from which fund payment is made, and the vouchers, in the order of date of payment, are separately arranged for each fund. The whole number of checks drawn prior to December 31, 1904, last date inclusive, was 1,133, and the number of the vouchers materially greater, as in many cases a single check was drawn to include the amount of two or more vouchers for payment to the same party.

Total disbursements subsequent to the three checks for \$1,761.41 each, for deposit as above noted, are shown by vouchers and checks as follows: Anadarko fund, \$97,405.56; Hobart fund, \$54,118.47; Lawton fund, \$117,337.27.

The earlier vouchers were for expenditures in support of the county governments, including salaries of county officers and incidental expenses of their offices, court expenses, and some improvements on highways. This class of expenditures ceased on and after January 1, 1903. The latter vouchers pertained to improvements at the county seats, schoolhouses, court-houses, waterworks, etc. The vouchers were generally in proper form as evidence of payment and of that for which payment was made, the purposes for which expenditures were made being within the statutes providing for the expenditures. The vouchers for salaries and allowances of county officers and other expenses for county government bear the approval of the county commissioners and governor of the Territory of Oklahoma, and indicate the close scrutiny of the latter, his approval in many cases being for a reduced amount, which in all cases was followed in the payment of vouchers.

The important works of public improvement appear to have been accomplished, or to be progressing, under engineers of the Reclamation Service, or Geological Survey, whose approval the vouchers bear.

The following vouchers contained no receipt of payee, or other evidence of payment, except that each bore indorsed indication of payment by check, check number given:

## Anadarko:

## Kean &amp; Boogher—

July 6, 1904, check No. 843 .....	\$2,019.00
Sept. 24, 1904, check No. 983 .....	2,061.00
Dec. 30, 1904, check No. 1132 .....	1,568.00

## W. W. Cook &amp; Son—

Dec. 17, 1904, check No. 1109 .....	3,171.20
Nov. 11, 1904, check No. 1059 .....	5,920.00
Sept. 20, 1904, check No. 951 .....	4,880.00
Oct. 11, 1904, check No. 993 .....	9,200.00

\$28,817.20

## Hobart:

## McQuatters Plumbing and Machine Co.—

Nov. 9, 1904, check No. 1002 .....	10,586.21
Dec. 2, 1904, check No. 1104 .....	1,451.52
Dec. 17, 1904, check No. 1108 .....	1,760.00

13,797.73

## Lawton:

## McQuatters Plumbing and Machine Co.—

July 27, 1904, check No. 895 .....	530.35
Aug. 2, 1904, check No. 917 .....	538.11
Sept. 20, 1904, check No. 950 .....	15,331.20
Oct. 11, 1904, check No. 992 .....	5,577.72
Dec. 2, 1904, check No. 1103 .....	21,467.79
Dec. 17, 1904, check No. 1105 .....	11,868.91

## Taylor &amp; Moore—

Dec. 17, 1904, check No. 1106 .....	160.80
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## J. O. Severns—

Dec. 17, 1904, check No. 1107 .....	4,661.84
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60,136.77

Total..... 102,751.66

Upon application through the division of public moneys, the above-named checks were furnished by the assistant treasurer of St. Louis for examination and comparison with the above memorandum of vouchers. They were found to agree as to parties, dates, and amounts, and being properly indorsed and paid, constitute evidence of payment of the vouchers.

Included in the disbursements, as charged in the record book kept in the disbursing division, are the following items of advances made to the county treasurers of Caddo, Kiowa, and Comanche counties for payment of court expenses:

## Anadarko, Caddo County:

## W. H. Campbell, treasurer—

July 10, 1902 .....	\$2,000.00
Aug. 6, 1902 .....	1,000.00
Nov. 24, 1902 .....	4,425.00
Dec. 22, 1902 .....	1,100.00
June 9, 1902 .....	200.00

\$8,725.00

## Hobart, Kiowa County:

## Samuel T. Combes, treasurer—

May 6, 1902 .....	\$2,000.00
Oct. 17, 1902 .....	1,100.00
Oct. 22, 1902 .....	1,200.00
Oct. 30, 1902 .....	700.00

5,000.00

## Lawton, Comanche County:

## J. R. Eckles, treasurer—

June 23, 1902 .....	\$2,000.00
Nov. 7, 1902 .....	4,000.00
Nov. 26, 1902 .....	1,200.00
Dec. 8, 1902 .....	300.00

7,500.00

Total..... 21,225.66

The correspondence on file indicates that these advances were made upon representations of the chief and associate justices of the territorial courts that they were actually necessary for the accomplishment of the work then demanding prompt attention, upon assurance of the sufficiency of the bonds of the treasurers, and upon assurance that the funds so advanced would be properly accounted for to the Secretary of the Interior. Such accounting of the several treasurers not appearing among the papers filed in the disbursing division, recourse was had to the "Lands and railroads division," where the accounts rendered by the treasurers are filed.

The account of W. H. Campbell shows disbursements by him at two terms of court in Caddo County amounting to \$8,722.68, fully supported by approved and receipted vouchers, except in case of his voucher No. 41, payment of petit jurors, with which the first seven subvouchers amounting to \$23.60 are not receipted, although payment of the whole voucher appears ordered and certified. Three additional subvouchers, numbered 61, 62, and 63, amounting to \$19 are filed with the subvouchers of voucher 41, but not included therein. The disbursements amounting to \$2.32 less than the amount advanced, which sum was redeposited with the assistant treasurer at St. Louis, certificate of deposit No. 1.

The account of Samuel T. Combes indicates 74 items of expenditure, amounting to \$1,054, at the April term of Kiowa County court, but his statement is not accompanied by vouchers. His account also shows expenditures at the October term amounting to \$3,933.45, as indicated by 89 vouchers accompanying the account. Vouchers 2 to 13, and vouchers 24, 37, 85, and 89, amounting to \$194.85, are receipted by the payees. The rest of the vouchers are not receipted, but all show the order of the court for payment, in which order the court said that certified copies of said order to pay shall be the treasurer's "voucher of and receipt for such payment." This order of the court appears to have been construed literally by the treasurer, and the vouchers, without receipt of the payees, appear to have been accepted at the Interior Department as sufficient. The disbursements stated by Treasurer Combes amounted to \$12.55 less than the total sum of advances, which unexpended balance was redeposited to the credit of the Secretary of the Interior at the subtreasury at St. Louis, per C/D No. 2.

The accounts of J. R. Eckles show expenditure of \$1,994.35 at the June term of the Comanche County court, supported by 34 vouchers, not receipted by the payees, but in the form of court order for payment, agreeing with the Kiowa County vouchers above mentioned, and in this case the payment is certified by the clerk of the court. For the October term of this court 106 vouchers indicate the expenditure of \$5,499.55. The vouchers are similar to those for the June term, except that a few of them are receipted by the payees. Total disbursements claimed for Comanche County, \$7,493.90; total advances made to treasurer, \$7,500; balance redeposited at St. Louis, C/D 23, \$0.45; C/D 23, \$5.65; total, \$6.10.

The status of the account to December 31, 1904, as disclosed by our examination, is shown in the following tabular exhibit:

*Secretary of the Interior in account with the United States.*

	Cr.	Dr.
To gross proceeds of sales at Anadarko.....		\$188,455.00
To gross proceeds of sales at Hobart.....		132,733.00
To gross proceeds of sales at Lawton.....		414,845.00
Redeposit by W. H. Campbell, C/D No. 1.....		2.32
Redeposit by S. T. Combes, C/D No. 2.....		12.55
Redeposit by J. R. Eckles, C/D No. 3.....		5.65
Redeposit by J. R. Eckles, C/D No. 23.....		.45
By cost of sales, Anadarko.....	\$1,544.58	
By cost of sales, Hobart.....	1,797.00	
By cost of sales, Lawton.....	2,489.62	
By cost of survey, etc., Anadarko.....	1,761.41	
By cost of survey, etc., Hobart.....	1,761.41	
By cost of survey, etc., Lawton.....	1,761.41	
By disbursements, Anadarko.....	97,405.56	
By disbursements, Hobart.....	54,118.47	
By disbursements, Lawton.....	117,337.27	
Balance at St. Louis, per assistant treasurer's statement:		
Anadarko.....	\$89,624.49	
Less outstanding checks listed.....	1,878.67	
Hobart.....	75,298.98	
Less outstanding checks listed.....	230.31	
Lawton.....	293,872.32	
Less outstanding checks listed.....	609.52	
	293,262.80	
Balanced.....	736,053.97	736,053.97

Upon audit and settlement of the account in the Treasury Department objection might possibly be raised to some of the payments made. For example, per diem allowance of Indian Inspector Nesler and of clerks Holcombe and Hampton, for services as town-site commissioners for sale of lots, amounting to over \$500 each for twenty-six days in August, 1901, might be held to be within the inhibitions of section 1765 of the Revised Statutes. Examination of Land Office pay rolls, and of Nesler's account as Indian inspector and special disbursing agent, including the time of the sale of lots in August, 1901, show that Nesler, Holcombe, and Hampton, town site commissioners, were paid compensation at regular rates for their ordinary vocations, respectively, for the first five days in August, but not for the residue of the month, during the time of the sales. In a large number of vouchers for compensation of engineers and their assistants on public improvements at the three town sites, charge of notarial fee for affidavit to the account was included. Such affidavit not being required by regulations, and not being uniformly made, the expenditure appears unnecessary, and payment should apparently not have been made. Voucher dated March 14, 1902, shows payment to E. P. Holcombe of per diem of \$3, September 4 to 10, 1901, inclusive, in lieu of subsistence while in Washington, D. C., amounting to \$21. Just ground for this payment is not apparent, inasmuch as the other commissioners closed their accounts on or before August 31, 1901, although sales at Lawton continued three days longer than at Hobart.

Except as indicated to the contrary in comments herein made, so far as disclosed by our examination, efficient safeguards appear to have been maintained under the direction of the Secretary of the Interior to prevent, so far as possible, the misapplication of the funds or diversion of the same to purposes not provided for in the statutes.

Respectfully submitted.

N. M. AMBROSE,  
*Office Comptroller of the Treasury.*

P. F. NORTHUP,  
*Office of Auditor for the Interior Department.*

*Abstract of expense accounts rendered by Frank C. Churchill, special agent, Interior Department, under appointment of the Secretary of the Interior, from June 1, 1905, to February 15, 1906, both days included.*

1905.

June	6. Baggage to station in Washington .....	\$0. 50
	6. Carriage to station .....	. 25
	6. Street cars (six days in Washington) .....	. 50
	7. Sleeping-car porter to Chicago .....	. 25
	8. Baggage in St. Paul, 25 cents and 15 cents .....	. 40
	11. Carriage to hotel in Seattle .....	. 50
	11. Porters (8th, 9th, 10th, 11th, 25 cents per day) .....	1. 00
	11. Street cars in Seattle .....	. 40
	11. Moving trunks in Seattle .....	. 50
	24. Moving trunks in Seattle .....	. 50
	24. O. V. Allaback, stenographer .....	2. 50
	24. Bus and baggage to dock .....	1. 00
	24. Fare, Seattle to Nome, steamship <i>Senator</i> .....	50. 00
July	2. Portorage on steamer (nine days) .....	2. 25
	3. Moving baggage ashore .....	1. 00
	3. Moving baggage to hotel in Nome .....	2. 00
Aug.	13. Nome to Dexter and return .....	1. 00
Sept.	6. Portorage on ship (sixty days, July 7 to Sept. 5, inclusive) .....	10. 00
	6. Unalaska to Valdez, steamer <i>Dora</i> .....	60. 00
	6. Moving baggage to ship .....	1. 00
	15. Valdez to Sitka, steamer <i>Excelsior</i> .....	25. 00
	15. Wharfage at Valdez .....	1. 00
	19. Moving baggage in Sitka .....	1. 00
	28. Moving baggage to dock .....	1. 00
	28. Sitka to Juneau, steamer <i>Georgia</i> .....	10. 00
	30. Juneau to Skagway, steamer <i>Georgia</i> .....	5. 00
Oct.	1. Portorage on <i>Georgia</i> (four days) .....	1. 00
	2. Skagway to Bennett and return .....	7. 00

t.	2.	Skagway to Seattle, <i>City of Seattle</i> .....	\$30.00
	2.	Baggage in Skagway, 50 cents and 50 cents.....	1.00
	2.	Wharfage.....	.50
	2.	Carriage, 25 cents and 25 cents.....	.50
	8.	Baggage to hotel in Seattle.....	.50
	8.	Carriage in Seattle.....	.50
	9.	Baggage to station.....	.50
	9.	Street cars in Seattle.....	.25
	9.	Seattle to San Francisco (railroad fare).....	25.60
	9.	Berth to Portland.....	2.00
	10.	Berth to San Francisco.....	5.00
	10.	Baggage in Portland, 50 cents and 50 cents.....	1.00
	10.	Porter, sleeping car.....	.25
	10.	Checking hand baggage.....	.40
	10.	Street cars.....	.50
	13.	Moving baggage in San Francisco.....	1.25
	14.	San Francisco to Boston (railroad fare).....	80.05
		Berth, San Francisco to Chicago.....	14.00
	16.	Baggage to station.....	1.25
	19.	Porters, 25 cents, 25 cents, 25 cents.....	.75
	19.	Berth, Chicago to Boston.....	5.50
	26.	Boston to Washington, railroad fare.....	12.25
	26.	Berth to Washington.....	3.00
	27.	Porter, 25 cents; baggage in Washington, 25 cents.....	.50
ov.	1.	Notary fee.....	.50
		For services as special agent from June 1, 1905, to September 30, 1905, both days inclusive, at the rate of \$751 per month. four months.....	3,004.00
	4.	Paid Wm. Osborne, stenographer.....	3.00
	7.	Fare, Washington to New York.....	6.50
	7.	Seat in Pullman.....	1.25
	7.	Baggage in Washington, 25 cents; baggage in New York, 25 cents.....	.50
	7.	Street cars in New York.....	.20
	8.	Fare, New York to Boston.....	5.00
	8.	Baggage transfer in New York.....	.40
	8.	Seat in Pullman, New York to Boston.....	1.00
	8.	Hand baggage in New York.....	.10
	8.	Carriage and baggage in Boston.....	.40
	8-9.	Street cars in Boston.....	.20
ec.	7.	Cora T. Whitcomb, stenographer.....	26.00
	7.	Mrs. C. M. Hoffman, clerical assistance.....	26.00
	7.	Berth, Boston to Washington.....	3.00
	7.	Fare, Boston to Washington.....	12.25
	7.	Buss and baggage in Boston.....	.75
	8.	Baggage in Washington.....	.25
	8.	Pullman porter.....	.25
	28.	Paid Mrs. C. M. Hoffman, 1 day typewriting.....	2.00
	28.	Magistrate's fee.....	.50
	31.	Salary as special agent for the months of October and November, 1905, at \$751.....	1,502.00
		1906.....	
ph.	15.	Salary for the month of December, 1905.....	751.00
		Salary for the month of January, 1906.....	751.00
		For services in preparing a report on Alaska matters, dated February 15, 1906, of Wm. Osborne.....	3.50
		Salary from February 1 to February 15, 1906, both days inclusive, at \$751 per month.....	375.00
		Total.....	6,850.15
o		which should be added cost of travel on transportation requests as follows:	
		Washington to Seattle.....	73.00
		Sleeping-car fare, Washington to Seattle.....	19.00
		Grand total.....	6,942.15

## RECAPITULATION.

Salary to himself .....	\$6,383.00
Stenographer and clerical assistance .....	61.00
Railroad fare .....	221.65
Pullman-car fare .....	53.75
Steamboat fare .....	181.00
Porter fees .....	14.75
Baggage and bus, street car, notary fee, and miscellaneous .....	25.00
Total .....	6,942.15

MISCELLANEOUS OBJECTS, DEPARTMENT OF THE  
INTERIOR.

## HOT SPRINGS RESERVATION, ARKANSAS.

The CHAIRMAN. Mr. Acker, what is your position in the Interior Department?

Mr. ACKER. Chief of the patent and miscellaneous division, Secretary's office.

The CHAIRMAN. You have under your jurisdiction what branches of the service of the Department of the Interior?

Mr. ACKER. We handle all the business pertaining to national parks, Hot Springs Reservation, and a large variety of other matters that you probably will not care to have me discuss.

The CHAIRMAN. Only so far as they may relate to estimates for appropriations in the next fiscal year.

Mr. ACKER. In addition to the matter that you have before you to-day we have charge of matters pertaining to the Government Hospital for the Insane, the Freedmen's Hospital, and the Howard University.

The CHAIRMAN. The first item on page 153 is Hot Springs Reservation, Ark. For filling up lakes in Whittington Lake Reserve Park. You make no estimate for that at all.

Mr. ACKER. No, sir. The work is now in process of execution.

The CHAIRMAN. The appropriation heretofore made is sufficient to complete it, is it?

Mr. ACKER. I don't think it will be sufficient to complete that work on account of the unusual labor conditions existing at Hot Springs, but the balance that will be required to complete it will be defrayed from the permanent fund—the revenues of the reservation, which will amount to probably \$300,000.

The CHAIRMAN. We have a bill here in this connection (H. R. 3179), for improvement of Hot Springs Creek; and I also have a letter from the Secretary of the Interior on the subject. Has your attention been called to this bill?

Mr. ACKER. Yes, sir; it has been reported upon adversely by the Secretary. The work that they want to have done is a matter that the municipality is interested in, not the Government. It is within the metes and bounds of the city proper, a considerable distance from the reservation.

The CHAIRMAN. There is no Government property in the vicinity.

Mr. ACKER. Not immediate vicinity.

Mr. SMITH. You will notice the language of the bill, "Continue the improvement of Hot Springs Creek." Have we improved the Hot Springs Creek through the reservation?

Mr. ACKER. Yes; where the creek abuts the front of the reservation the Government has expended, if I recollect, about \$180,000, in round figures, in improvements of that creek.

Mr. SMITH. Do I understand that the Government reservation is bounded on one side by the creek?

Mr. ACKER. The creek runs right in front of the reservation.

Mr. SMITH. Bounds it on the front?

Mr. ACKER. Yes, sir.

Mr. SMITH. Is the creek on public grounds?

Mr. ACKER. It is a portion of the public street which was donated to the city when the reservation was set aside.

The CHAIRMAN. The following is the letter which I received from the Secretary on this subject [reads]:

DEPARTMENT OF THE INTERIOR,  
Washington, April 11, 1906.

HON. JAMES A. TAWNEY,  
*Chairman Committee on Appropriations,  
House of Representatives.*

SIR: Your letter has been received inclosing bill H. R. 3179, entitled "A bill for improving and arching Hot Springs Creek, in the city of Hot Springs, Arkansas," and requesting an expression of views as to the advisability of the passage thereof.

The bill in question is as follows:

"For continuing the improvement of Hot Springs Creek, in the city of Hot Springs, Arkansas, and for arching the same, there be, and is hereby, appropriated the sum of fifty thousand dollars, said sum to be expended under the supervision and subject to the approval of the Secretary of the Interior."

In response thereto I have the honor to state that in 1882 the work of arching the Hot Springs Creek where it abutted the Government reservation was commenced, and completed in 1886, at a total cost of \$160,744.78; of this amount, \$116,744.78 was specifically appropriated by Congress, as follows: \$33,744.78, act of August 7, 1882 (22 Stat., 329); \$75,000, act of July 7, 1889 (23 Stat., 208); \$8,000, act of March 3, 1885 (23 Stat., 498), and \$44,000, representing the fund arising from the sale of Government lots at Hot Springs, as provided in the seventh section of the act of June 16, 1880 (21 Stat., 288).

Thereafter, with an appropriation of \$20,000, made in the act of August 4, 1886 (24 Stat. L., 239), the culvert, which had been constructed under prior appropriations down to the southern boundary of the reservation and across Reserve avenue, in the city of Hot Springs, was continued a distance of 620 linear feet, ending about 160 feet north of what is known as Malvern crossing, so that the total expenditure of public moneys on the construction of the Hot Springs arch and work necessary in connection therewith aggregated \$180,744.78.

The portion of the Hot Springs Creek, which doubtless it is proposed to improve under the provisions of the bill under consideration, does not abut the Hot Springs Reservation proper, but is within the city of Hot Springs and is an expense which, in my judgment, should be incurred by that municipality. Under the circumstances, therefore, I can not recommend that the appropriation provided for in said bill be made.

Very respectfully,

E. A. HITCHCOCK,  
*Secretary.*

#### YELLOWSTONE NATIONAL PARK, MAINTENANCE.

(See also p. 714.)

The CHAIRMAN. The next item 5, on page 14, is the Yellowstone National Park. Your current appropriation is \$7,500, and you estimate for the coming year \$13,540.

Mr. ACKER. Yes, sir.

The CHAIRMAN. Is that increase necessitated by the additional authority which is carried here in this new language: "Construction

of a registration office at Mammoth Hot Springs, construction and maintenance of a telephone line in the reservation, and marking boundary lines of the park?"

Mr. ACKER. Yes, sir; in a measure.

The CHAIRMAN. What other expense, over and above that which is provided for in the current appropriation in this item, will you incur in the coming fiscal year?

Mr. ACKER. Well, at present the Department has three scouts employed there at \$900 each per annum. We would like to increase that number to six. At present we pay a soldier there about \$180 a year for services as teamster in connection with a coach which is used by the superintendent going to the various parts of the reservation. We would like to have a man employed continuously—a civilian. That would also be included in this increase.

The CHAIRMAN. These three scouts which you have now employed are in addition to your forest rangers?

Mr. ACKER. We have no rangers in the Yellowstone Park. These scouts take the place of the rangers in other parks. Of course, you understand we have two troops of cavalry detailed there. These civilian scouts are for the protection of the game; they are detailed to various portions of the park to prevent depredations.

The CHAIRMAN. Has there been an increased number of depredations in the last few years on game?

Mr. ACKER. Well, I don't think there has, but the park is so large that in order to protect it properly there ought to be a larger civilian force.

The CHAIRMAN. Isn't it a fact that the nearer presence of these three scouts to enforce the game laws within the reservation has resulted in practically putting an end to depredations?

Mr. ACKER. It has to a certain extent, but I understand that there have been attempts made to kill the animals in remote sections of the park. Of course these people hear of that from time to time, but it is all over, and so far away that there is no opportunity to investigate.

The CHAIRMAN. Is it not also a fact that in the open seasons in the States adjoining the park these animals have come to realize that time almost with the same degree of certainty as a human being and that they go into the park and protect themselves in that way?

Mr. ACKER. It is so claimed, but it is probably due to the fact that these scouts, who are skilled in woodcraft and noted hunters out there, act as a deterrent to people who otherwise would go in and capture these animals. There is another reason. One of those scouts is practically detailed during the entire tourist season at Mammoth Hot Springs and acts as a registration officer. We have to do that because there are no soldiers to be used for that purpose. He ought to be elsewhere on the reservation and not be stationed at the entrance.

The CHAIRMAN. Why could not the commander of the troops in the park detail some member of a troop for that purpose?

Mr. ACKER. The force is very limited. It is cut so as to be distributed over various parts of the reservation, and that is purely civilian work.

The CHAIRMAN. You have a telephone line all through the park, have you not?

Mr. ACKER. A telephone line which is owned and controlled by the Yellowstone Park Association, which runs the hotels in the reserva-



tion. In addition to that we have a telephone which is the property of the Government, and which only extends through a portion of the reservation; but that was constructed at the expense practically of the War Department. They had quite a good deal of wire from the Signal Service turned over to Major Pitcher, and he used the soldiers from time to time to construct these lines of telephone that are now in use by the Government itself. It is desirable to extend that line so that the Government can have an independent line.

The CHAIRMAN. How many miles of line has the Government now?

Mr. ACKER. I should say, in round numbers, without reference to any memorandum, about 100 miles. It runs from Mammoth Hot Springs down to the lake.

The CHAIRMAN. Yellowstone Lake?

Mr. ACKER. Yes; they want to continue that from the lake down to the south end of the reservation, to what is known as Snake River. They have a station down there, but no means of communication with it. They also want to extend the line over to the western boundary of the park, the western entrance, which is at Riverside. There is a line running down there now, but it belongs to the Hotel Association and is in bad condition. The poles are rotting out and will have to be replaced.

The CHAIRMAN. The Park Association telephone line reaches every part of the park visited by tourists, does it not?

Mr. ACKER. Practically so, but they only have one trunk line, and it is hard to get it at times; and they proposed, during the present season, to put in another trunk line.

The CHAIRMAN. The Park Association?

Mr. ACKER. Yes; their instruments are antiquated, and it proposed to put in modern instruments.

The CHAIRMAN. What are their prices to the Government?

Mr. ACKER. The Government pays no toll. The Government has the absolute use of both telegraph and telephone lines free. The existing contract provides for that.

The CHAIRMAN. That is the way they get their franchise in the park?

Mr. ACKER. It is a portion of it, a part of the consideration.

The CHAIRMAN. Do they pay anything other than in service for the use of that franchise?

Mr. ACKER. They pay for the sites for the use of the several hotels.

The CHAIRMAN. No; I mean the telephone franchise.

Mr. ACKER. No; that is necessary in the running of their business on the reservation.

The CHAIRMAN. And they have, in consideration of receiving the franchise, given the Government free service?

Mr. ACKER. Yes, sir. The same is true in regard to the telegraph line.

The CHAIRMAN. "Marking boundary lines of the park." Is that renewing the markings, or to establish new markings?

Mr. ACKER. It is practically new markings. The boundaries of the park have been properly surveyed, but the superintendent desires about 5 feet cut right through the timber, so as to show the commencement and boundary of the park, in order that people will have knowledge as to whether they are in the park or outside.

The CHAIRMAN. Has the necessity for this arisen from the claim made in prosecuting men for depredations in the park?

Mr. ACKER. Yes. We had one case where it was practically impossible to tell whether the man was in the park or out of it, and the consequence was the prosecution failed.

The CHAIRMAN. Have you had many cases of that kind, do you know?

Mr. ACKER. They have had four or five; one very notable case, where some gentlemen from Pennsylvania went out there. They were very much exercised because they were held such a length of time until the question of boundary could be determined.

Mr. SMITH. I would like to know from what appropriation the Government has built the telephone lines that belong to it.

Mr. ACKER. They were constructed of material furnished it by the Quartermaster's Department of the Army.

Mr. SMITH. Were they paid also?

Mr. ACKER. Yes. They used from time to time whatever labor was available; for instance, the appropriation for the construction of roads expended under the supervision of the Secretary of War by arrangement with the engineer officer in charge—if any men in that section supposed to be working on the roads were unemployed they would be used in putting up the poles and running the wires. They utilized all the force they had out there.

It was necessary that the superintendent should have an independent line; it is still necessary. I would like to say that these telephone lines in the hotel do not reach these stations where the soldiers are stationed away from the regularly traveled road. There are a number of snowshoe stations which are used by soldiers in patrolling the park through the winter season. Of course they are in remote sections of the park, and the telephone line does not reach them. It reaches only the traveled routes.

Mr. SMITH. The private lines do not either?

Mr. ACKER. No, sir.

#### PASTURE FOR BUFFALO, YELLOWSTONE PARK.

The CHAIRMAN. The next item is for additional fencing for summer pasture for buffalo, purchase of necessary feed, and salaries of two buffalo keepers, all to be expended under the supervision of the Secretary of the Interior, \$5,800. That is a new item?

Mr. ACKER. Yes, sir.

The CHAIRMAN. Do you intend to build another new fence around there?

Mr. ACKER. No, sir; the present herd is in the vicinity of Mammoth Hot Springs, probably about an eighth of a mile away. That tract of land now used by them is not large enough. The herd is increasing, and we are providing for the increase of the domesticated animal. It is necessary to get them an entirely new pasturage. Last year a very fine pasture was selected in the vicinity of what is known as Pleasant Valley, a very beautiful tract of meadow land, partially meadow and partially mountainous; practically surrounded by mountains except on one end. It was an ideal pasturage. This money is to be spent for a fence at the extreme western end, so that these animals will be in the pasturage with only one part fenced. At present the pasturage they occupy is fenced around entirely. It is necessary to separate

these young animals from the old ones in order to get better results. The herd is increasing and we want to divide it.

The CHAIRMAN. What number constitutes the herd at present?

Mr. ACKER. About 55 in the domesticated herd, and there is supposed to be about 18 to 21 in the wild herd which roams up on Pelican Creek or in that vicinity. Of course they send out scouts during the winter months and pick up the young wherever they can get them. They are brought down and put in with the domesticated herd. They get a new strain of blood in that way. It is desired to establish a new herd. We want now an additional buffalo keeper.

The CHAIRMAN. Have you one buffalo keeper now?

Mr. ACKER. Yes, sir.

The CHAIRMAN. You propose to add one to the same force?

Mr. ACKER. To keep one in the old and put one in the new.

The CHAIRMAN. How are you protecting this wild or semiwild herd at the present time?

Mr. ACKER. They are protected by this one buffalo keeper that we have there.

The CHAIRMAN. Without any fence?

Mr. ACKER. There is a fence around the old pasturage.

The CHAIRMAN. Are they in there?

Mr. ACKER. They are all together, and we want to separate them. We can not separate them until we have the money to put up a new fence around the new pasturage.

The CHAIRMAN. What is the area of the land which you intend to inclose with this new fence?

Mr. ACKER. I don't recall exactly, but I should say it is probably two square miles and a half, or something like that.

The CHAIRMAN. What amount do you intend to pay out of this \$5,000 for the keepers?

Mr. ACKER. Well, we pay the present keeper \$720 a year, and that is a very small sum, considering the fact that he is obliged to provide his own horses. The present keeper has two horses out there, and we want to increase it to \$900.

The CHAIRMAN. Does he feed his own horses?

Mr. ACKER. Yes, sir. Of course, during the summer time, he does not have to provide very much feed.

The CHAIRMAN. How did you arrive at the amount necessary to inclose this new pasturage?

Mr. ACKER. The fence that we have there on the present pasture was purchased from the Page Manufacturing Company—a very substantial fence—and we base upon that what we would have to pay for this particular fence. Then there was the labor and material, the fence posts, and so forth, all of which had to be added. Also the men to supervise the work. The workmen could not be brought from Minneapolis there except at considerable expense, so they had to be employed in the vicinity.

I would like to say that that estimate for the registration office is a very important thing. At the present time they utilize the building which belongs to a part of the military, on the military reservation, and in order to give the use of that to the Government for the registration of people passing through, they have to take the soldiers out of there and put them in a different section, which has greatly inconvenienced them. The civil administration of the park ought to be

independent of the military portion, and the purpose was to put this registration office on the land which has not been set aside for the military reservation, but directly opposite, at the side of what is known as Capitol Hill—a very suitable site—so that all these wagons instead of driving up to the military branch would simply continue along the main road, past the new building, and go right toward the hotel. As it is now they have to drive in near the side of the military quarters.

The CHAIRMAN. Is this registration office an office that has been created and maintained under the authority of some law?

Mr. ACKER. No, sir. It has grown up as a matter of administration by reason of necessity. The Department has to keep track of the people going in.

The CHAIRMAN. Why does the Department have to do that?

Mr. ACKER. If we didn't do that there would be no means of controlling the transportation service; we would not be able to get the service we now get under our leases. The Yellowstone Park Transportation Company carries passengers in there from the northern entrance and they have to provide a high-grade service. If it was thrown open to people indiscriminately, we could not compel anything. The people who also come in there from the outside are generally carried under a yearly license from the authorities to bring people in there and take them to certain established camps. It is known as a personally conducted camping service.

The CHAIRMAN. Is the amount that they pay the Government dependent upon the number of people that they bring into the park?

Mr. ACKER. No, sir. The Yellowstone Park Transportation Company pays a stipulated rate per acre for each one of the sites used by them in connection with the transportation service; that is, for stable purposes.

The CHAIRMAN. The Wiley camps. How do they compensate the Government for the privileges they enjoy?

Mr. ACKER. They pay at the rate of \$5 for every wagon that they use in connection with the permanent camp service.

The CHAIRMAN. Regardless of the number in the wagon?

Mr. ACKER. Yes, sir. The same way with the people who do a personally conducted camping service to the ordinary camps. The Wiley Company have permanent camps of their own. The other people carry their patrons to certain camp sites; but whenever they move they have to take their camp equipage with them.

The CHAIRMAN. I don't exactly see wherein there is a governmental necessity for the existence and maintenance of a registration office.

Mr. ACKER. Take the mail service. If the officials of the mail service at Mammoth Hot Springs do not know the people that come into the park, they have no means of transferring mail to them, no means of locating them anywhere.

The CHAIRMAN. Everybody that goes in registers at Mammoth Hot Springs Hotel?

Mr. ACKER. If they stop there, yes, sir; but there are a large number of people who go in there with private rigs—people who go in with the Wiley Company, and personally conducted parties. Last year there were 18, I think, personally conducted camping parties. We don't know how many people they carry. All these people have to register. We know that they are in the park, and

here are only two ways of getting out, that is, the northern and western entrances. We can locate them at any time. If they come through with the Wiley people, we know that they are in one of the Wiley camps. If they come through with the personally conducted camping parties, they can be located at any of those particular camps.

We have another thing to deal with out there which is quite annoying at times, and that is the tendency on the part of local liverymen to hire out rigs to people and let them go through the park, claiming that they are private rigs, for the purpose, practically, of avoiding the payment of the regular transportation fee which the Government exacts from all other people in going through the park.

The CHAIRMAN. Could not the interests of the Government in that respect be protected without the maintenance of an office for the purpose of simply recording the names and residences of the visitors to the park?

Mr. ACKER. I don't see, Mr. Chairman, how you could do that in any other way and keep track of the people going into the reservation. It is frequently important to locate a person inside of the reservation; telegrams come for them, important letters, and things like that. Furthermore, all firearms brought into the park are either taken up or sealed so that they can not be used in the park. This course is pursued in order to prevent the unauthorized killing of game. This work is all done at the registration station.

The CHAIRMAN. If there is inconvenience resulting from that, it is the fault of the visitor and not the fault of the Government. He can leave his address at the hotel or at the post-office.

Mr. ACKER. Oh, yes; he could do that.

The CHAIRMAN. Where mail could be forwarded.

Mr. ACKER. Oh, yes.

The CHAIRMAN. What is the cost of maintaining this office?

Mr. ACKER. At the present time we have one scout detailed there at \$900. He is there during the tourist season.

The CHAIRMAN. He remains there all the time?

Mr. ACKER. Yes, sir.

The CHAIRMAN. What do you anticipate or intend to expend out of this increased appropriation for the new office, and its maintenance?

Mr. ACKER. That provides for the construction of the building itself.

The CHAIRMAN. How much?

Mr. ACKER. I think it is about \$1,000.

The CHAIRMAN. And \$900 a year for the man in charge?

Mr. ACKER. Yes, sir; \$75 a month. He would only be employed four months as registration clerk.

#### YOSEMITE NATIONAL PARK.

(See also page 721.)

The CHAIRMAN. The next item is Yosemite National Park: For management, protection, and improvement of the Yosemite National Park, and so forth, \$5,750. I observe that you insert the word "management" in the proposed new item, which is not carried in the current law. What is the reason for that change?

Mr. ACKER. Possibly to make it conform to the phraseology in the other cases. I don't know of any other reason.

The CHAIRMAN. In the item above here, for the Yellowstone National Park, the language is for "Administration and protection."

Mr. ACKER. Those words are practically synonymous.

The CHAIRMAN. What is the Government doing in the Yosemite National Park in the way of management or administration outside of mere protection?

Mr. ACKER. In the matter of administration we have two men known as park rangers, who patrol the reservation at all times during the year, winter and summer. They are paid \$1,000 each. They provide their own horses and provide the feed for them, and subsist themselves. They see that the timber and game is protected, also the fish. They help in the construction of trails, and during the summer months they aid and assist the soldiers in the protection of the reservation.

The CHAIRMAN. How many soldiers do we have stationed there?

Mr. ACKER. We had two troops last year, and we expect to have the same number this year providing the disaster in California does not prevent it.

The CHAIRMAN. Do you have an arrangement there similar to the one in the Yellowstone Park with respect to transportation of visitors, tourists, through the Yosemite Park?

Mr. ACKER. No, sir; the transportation service there at the present time is over toll roads which were created under the State law prior to the establishment of the reservation. They have their charters under the State law, and their contracts are made with the Yosemite Park commission, which is a State commission controlling the Yosemite Valley. They all take their passengers over the toll roads through the park lands, the roads running through the park lands into the State park known as the Yosemite Valley, bringing the people into the valley that way. They pay this commission so much per capita.

The CHAIRMAN. How does the Federal Government acquire title to this park from the State; or has the title ever passed from the Federal Government?

Mr. ACKER. The title to the majority of the land embraced in the park is in the United States. A very large proportion is private holdings—lands that were taken up under the various land laws. In other cases it was purchased from the State, being certain sections that went to the State at the time of its admission. The title to most of this private land is still outstanding, and the Department has recommended annually that the Government extinguish those by purchase or otherwise. It is a very difficult matter to administer the reservation as long as the private holdings are there; there is constant friction.

The CHAIRMAN. How extensive are these holdings?

Mr. ACKER. I should judge about one-eighth of the present park.

The CHAIRMAN. What is the area of the park?

Mr. ACKER. About 1,082 square miles. As originally set aside by the act of October 1, 1890, this park covered about 1,082 square miles, and as reduced by the act of February 7, 1905, the area is now 652 square miles.

The CHAIRMAN. You had during the current fiscal year for the management and protection of this park \$25,400, did you not?

Mr. ACKER. Yes, sir.

The CHAIRMAN. That includes \$20,000 carried in the special act.

Mr. ACKER. Yes, sir; the joint resolution.

The CHAIRMAN. And \$5,400 for the current appropriation.

Mr. ACKER. Yes, sir.

The CHAIRMAN. What purpose are you now expending that money for?

Mr. ACKER. Well, the appropriation of \$5,400 is spent in this way: \$2,000 for the salaries of two park rangers, \$285 for clerical assistance in connection with the administration of the park in the summer. We employ a man there at about \$41 a month typewriting, looking after vouchers, and things of that character. The balance of the appropriation is expended in the construction of trails, repair of bridges, and things of that kind. I have the figures here, if you would like to have them. The trails constructed from Breeze Lake to Merced Lake, 25 miles, cost \$5,000.

Mono Meadows, Nevada, trail to Merced River, above Lake Merced, 10 miles, \$775. A small trail from Till Till Valley to Lake Vernon, \$300. A small bridge was constructed across Rancheria Creek, costing \$250. Powder for blasting purposes and sundries amounted to about \$38. That consumed practically the entire appropriation of \$5,400; indeed, it went over that a little bit and we had to entrench on the \$20,000 appropriated by the joint resolution.

The CHAIRMAN. Have you expended also the \$20,000 appropriated under the joint resolution during this fiscal year?

Mr. ACKER. That is a permanent, indefinite appropriation, available until used, that \$20,000.

The CHAIRMAN. It is not a permanent annual appropriation?

Mr. ACKER. No, sir; but under the phraseology of the joint resolution—

The CHAIRMAN. It continues available until expended?

Mr. ACKER. Yes, sir.

The CHAIRMAN. How much have you expended?

Mr. ACKER. The expenditure of about \$3,000 has been authorized and contracts are now being made for that work. That is in the construction of various trails.

The CHAIRMAN. So that you will have for expenditure during this year out of that appropriation about \$17,000?

Mr. ACKER. About that; but the Secretary has held that amount, thinking in all likelihood that Congress would provide for the acceptance of the recession of the Yosemite Valley grant and Mariposa Big Tree Grove during the present session, and it was his purpose to use that money in the necessary improvements in the valley.

The CHAIRMAN. What do you mean by the recession of the valley?

Mr. ACKER. The Yosemite Valley and the Mariposa Big Tree Grove were, by act of June 30, 1864 (13 Stat., 325), granted to California for public use, resort, and recreation, and last year, by act of March 3, 1905, the State retroceded them to the United States. The lands are within the metes and bounds of the Yosemite National Park.

The CHAIRMAN. Has the Federal Government accepted the recession?

Mr. ACKER. Not yet. That matter is now pending in Congress, and in order that we might have funds to go ahead and provide for the protection and improvement of that valley the Secretary has been reserving that money.

The CHAIRMAN. I see you ask in this estimate that the appropriation be made immediately available. Is that because you have consumed the entire appropriation for the current year?

Mr. ACKER. No, sir; that is to enable the Department to reduce the expense of the improvement of the roads out there. The roads can be worked more economically in the spring, when they are soft, than they can later on in the summer months, when they become hard.

The CHAIRMAN. If this appropriation does not become a law before the middle of June it is not necessary to carry that language, because it will only be a few weeks before the money would be available under the law.

Mr. ACKER. Still, we could utilize it to that extent; we would save that much time.

The CHAIRMAN. You could not spend much of it in three weeks. If you knew it would be available on the 1st of July you could go ahead and contract for the expenditure?

Mr. ACKER. Oh, yes; we could do that.

The CHAIRMAN. Without establishing the precedent of making it immediately available, and thereby giving a double appropriation for the current fiscal year.

#### CONSTRUCTION OF ROAD IN YOSEMITE NATIONAL PARK.

The CHAIRMAN. The next item on page 155 is entirely new, for the construction of a road from the western boundary of Yosemite National Park through the reservation to the western boundary of the Yosemite Valley grant, and so forth, at a cost of \$181,000. That estimate was submitted last year and no action was taken upon it. What means of ingress and egress to and from this park is there at the present time?

Mr. ACKER. On the south there is what is known as the Wawona Park road, taking passengers in from the southern section.

The CHAIRMAN. Where does the park road begin?

Mr. ACKER. At a place called Raymond, about 70 miles outside of the park.

The CHAIRMAN. Is that as near as a visitor can get to the park, except over the park road?

Mr. ACKER. Yes, sir; by rail. That is the terminus of the railroad, at Raymond. You take the stage there going from Raymond to Wawona and thence up to the park.

The CHAIRMAN. Is there any other means of getting in and out of the park?

Mr. ACKER. On the western side there is the Big Oak Flat road. That is a toll road; and also the Coulterville road. Those are the two main toll roads. I think stage coaches run over both of those. This map will show you [showing map to committee].

The CHAIRMAN. What is the length of this road that you estimate \$181,000 for?

Mr. ACKER. I am not certain, but I think that is about 3 miles long.

The CHAIRMAN. You estimate that 3 miles of road will cost \$181,000?

Mr. ACKER. That is in a very steep canyon, and it requires a very large amount of blasting. It will be extremely expensive.

The CHAIRMAN. This estimate is dependent upon the passage of a bill which is now pending in the House for recession of the Yosemite Park, is it not?

Mr. ACKER. No, sir; that is an independent estimate.



This estimate was one which was recommended by a commission which, two years ago, under an item in the sundry civil bill, was sent by the Secretary out to Yosemite Park to make an investigation and determine what roads were necessary to be constructed down the valley of the Merced River, and they recommended that this road be constructed; and based upon that recommendation this estimate was submitted.

Mr. TAYLOR. What year was that?

Mr. ACKER. 1903.

The CHAIRMAN. Are these lands over which you propose to construct this road owned by the Government of the United States or the State of California?

Mr. ACKER. By the Government. The map shows that.

The CHAIRMAN. This road starts where and ends where?

Mr. ACKER. It starts at section 15, township 3, range 20 east [indicating on map].

The CHAIRMAN. It just goes up to the boundary of the Yosemite Valley grant.

Mr. ACKER. That is all. That is necessary to enable the passengers coming in from this railroad [indicating] which has a franchise now and is being constructed up to this point [indicating].

The CHAIRMAN. And your estimate of the cost of this road is about \$60,000 a mile?

Mr. ACKER. Yes, sir.

The CHAIRMAN. The land over which this railroad has been constructed is Government land?

Mr. ACKER. Yes, sir.

The CHAIRMAN. And the railroad pays a thousand dollars a year for that franchise?

Mr. ACKER. And the right is reserved to increase that to such compensation as, in its judgment, the Government may think right.

#### YOSEMITE NATIONAL PARK (CONTINUED).

#### STATEMENT OF HON. JAMES C. NEEDHAM, A REPRESENTATIVE FROM THE STATE OF CALIFORNIA.

Mr. NEEDHAM. Mr. Chairman and gentlemen of the committee, by an act of Congress approved June 30, 1864, the Congress of the United States granted to the State of California, in trust, what is known as the Yosemite Valley grant and the Mariposa Big-Tree Grove. The State of California took possession and administered the Yosemite Valley grant and the Mariposa Big-Tree Grove for a great many years, and it has, up until the last session of the legislature, made appropriations for the care and maintenance of those particular tracts of land. In the year 1890 Congress created what is known as the Yosemite National Park, which, as you will see from the map, surrounds the Yosemite Valley grant. The Mariposa Big-Tree Grove is situated right at the southern boundary, about 2 miles from the present boundary of the park. The State of California has expended something over \$500,000 in administering the trust as declared in this act of Congress.

At the last session of our legislature an act was passed, which was approved by the governor, relinquishing the trust, and re-ceding the

Yosemite National Park and the Mariposa Big-Tree Grove to the National Government. That bill was approved by the governor of the State of California about the last day of the session of Congress. Afterwards the Senate passed a joint resolution accepting the recession of the valley grant and the Mariposa Big-Tree Grove, and carrying a special appropriation of \$20,000 for the care and maintenance, in addition to the amount carried in the sundry civil bill for the national park. The joint resolution came over to the House during the closing hours of the last day, at 2 or 3 o'clock in the morning. We were to adjourn that day at noon, and Mr. Hemenway, then chairman of the Committee on Appropriations, struck out all the legislation by an amendment, and the appropriation remained. It left the title stand, but the portion of the bill which specifically accepted the recession was stricken out, and simply the appropriation was carried. The accounting officer of the Government has not yet determined just what the effect of that was.

Now, our State made no provision for the Yosemite Valley grant nor the Mariposa Big-Tree Grove, and on the 30th day of June, this year, they will be without any provision, so far as I know, for the protection and care.

It has been found by actual experience in connection with this valley grant and the Mariposa Big-Tree Grove that, the valley grant itself being within the national park, there is constant conflict of authority between the State and the National Government, conflict of jurisdiction in regard to fires, etc. Almost all of the people bound for the park are bound for the valley—that is, the very heart of the park is the valley, the scenic wonders within the park being within the valley. And so our State, after having administered this trust since 1864, and it being largely a national proposition, the State legislature has simply given it up.

I believe that it will take some more money to carry on the park than it has heretofore, because the principal scenic portions are within the valley. By accepting this it does not add anything to the size of the park; it is already physically a part of the park, the chief scenic feature.

There has been introduced a joint resolution (No. 118), which is on the Calendar now, with a unanimous report from the Committee on Public Lands, accepting this recession and making a further slight change in the boundary of the park in the southwest corner, a change in the park lines as they are now fixed. This would permit the building of railroads—electric railroads—from the valley below, the San Joaquin Valley. These roads would come from two points—one from Stockton, in my district, and one from Merced—which would end about 11 miles distant from the Yosemite Valley grant. There is another company that wants to build from Fresno, in my district. That would come up from Wawona, but it would end 26 miles from the valley; and so this joint resolution proposes to exclude about 13 sections of land in the southwest corner of the park, so this electric road can be built to a point equally distant from the valley.

We have not yet gotten consideration for this resolution, and I don't know whether we are going to get it or not.

MR. SMITH. What is the object of excluding land from the valley to give a right of way into the valley?

Mr. NEEDHAM. The Government has never yet granted a right of way for an electric road or any other railroad into a national park. It is against the policy of the Government to permit railroads of any kind inside of a national park. They will let you go to the boundary, but that is as far as you can go. It does not make a right of way for that purpose; it simply cuts out a portion of the land of the park and puts it in a forest reservation, where, for all intents and purposes, that character of land is just as well off.

I don't know whether it would be in order on an appropriation bill to change the boundary of a national park or not, whether it would be subject to a point of order. But my opinion is that if these roads are permitted to build roads to the park line, that they will give—in fact they have filed stipulations, I understand, with the Secretary of the Interior that they will give a very nice sum annually for that privilege. The growth of travel to this park has been very great. I haven't the figures with me now, but there are thousands of people going there every year. It is becoming more and more popular, and our people go there and use it as a place for camping.

The CHAIRMAN. Aside from the building of the trolley road, have we spent any money in road construction?

Mr. NEEDHAM. Very little, for this reason: The valley has been under the State; and furthermore there are within the park four toll roads, and these toll roads got their franchises from the State prior to the creation of the park by the National Government. They are still operating under their franchises—fifty-year franchises—and I don't think any of them have run over thirty years; so that they have twenty years to run.

I do not think any of them have run over thirty years, so that they would have twenty years in which to run still.

Mr. SMITH. I would like to ask you a question right there, Mr. Needham: Under what authority were these roads constructed? They were constructed over Government land, were they?

Mr. NEEDHAM. Yes, sir.

Mr. SMITH. And under the general authority to construct highways?

Mr. NEEDHAM. I think they were granted the right or franchise by the various counties.

Mr. SMITH. But the lands were Government lands over which they were built, were they not?

Mr. NEEDHAM. Yes, sir.

Mr. SMITH. Do I understand that the Government authorized the establishment of toll roads over Government lands?

Mr. NEEDHAM. I know it has been done. It has been done in this case, certainly.

Mr. SMITH. I thought perhaps you might be familiar with that branch of the law.

Mr. NEEDHAM. There is a Congressional document that explains that. I have it in my desk. I can give that to you.

Mr. SMITH. Of course there is authority in the States to establish highways over Government land.

Mr. NEEDHAM. We have always treated the Government as an individual landowner, the same as anybody else, for road purposes.

Mr. SMITH. You can not build toll roads over Government land, as I understand the law. I may be in error about that.

Mr. NEEDHAM. It has been done in these cases. I do not think it is an act of the legislature, although I may be mistaken.

Mr. SMITH. Perhaps some of the officers of the Interior Department may know. Does the law authorizing the State to construct highways over public lands give them the right to establish toll roads?

Mr. SULLIVAN. Without the consent of the United States Government?

Mr. ACKER. That is a fact. Under State laws authorizing corporations to establish toll roads, these people have constructed toll roads over public land.

Mr. SMITH. In this particular case?

Mr. ACKER. In this particular case in California.

Mr. SMITH. None of you are connected with the Land Department, and perhaps you do not know any more about it than the rest of us. There is a general statute allowing States to construct roads over public lands, but I do not think it allows the construction of toll roads.

Mr. ACKER. We looked into that question to prevent the owners of toll roads from exacting tolls on these lands, and we found we can not touch them. They acquired rights there under that original statute which can not be disturbed.

Mr. SULLIVAN. Do I understand that, acting under municipal law, the local authorities in California have granted a franchise to take tolls on a road running over land owned by the United States Government without the consent of the United States Government?

Mr. ACKER. Yes; that is under the construction placed on the Federal statute.

The CHAIRMAN. There is a general statute permitting that to be done, but I did not think it could be construed to permit tolls to be charged upon such public roads.

Mr. SULLIVAN. That was my question—the franchise giving them the privilege of taking tolls upon a road through United States Government land.

Mr. NEEDHAM. That has been the practice, and I think the Secretary of the Interior looked into it and gave an opinion. He looked into the question and came to the conclusion that he could not prevent it. At least it has been acquiesced in.

Mr. SULLIVAN. Do I understand you to say you had looked into it and found out you could not prevent it?

Mr. ACKER. Yes, sir.

Mr. SULLIVAN. Are you familiar with the ground upon which that conclusion was reached or based, so that you can state it to the committee?

Mr. ACKER. I can give you a memorandum on it.

Mr. SULLIVAN. Will you give us that?

Mr. ACKER. Yes, sir.

Mr. SMITH. I understand these tolls are not confined to the Yosemite Valley; they extend beyond?

Mr. NEEDHAM. Yes, sir. They were built prior to the creation of the national park. The national park was not created until 1890. These roads were constructed and collecting toll and in existence for many years prior to the creation of this park by the nation. Now, the nation, by creating this park, has practically taken the Yosemite Valley out of our hands by creating this conflict of authority—taken

out of the hands of the State, an efficient control of the most scenic portion of the park.

The CHAIRMAN. Is it the purpose of the Federal Government to squeeze the State out of this?

Mr. NEEDHAM. There was a constant conflict. When there was a fire in the Yosemite Valley grant there would always arise the question as to whether it was in the domain of the National Government or the State, and instances have been known where the soldiers of the United States Army refused to go in and put out the fire in the State grant, and vice versa. If it was in the land of the National Government, the State authorities refused to act, and so on.

The CHAIRMAN. What do you know about these 3 miles of road which it is proposed to complete from the terminus of that railroad up to the line of the Yosemite grant?

Mr. NEEDHAM. That is recommended by the Yosemite Boundary Commission, and the reason is set forth in Senate Document No. 34, Fifty-eighth Congress, third session.

The CHAIRMAN. Are you acquainted with that generally?

Mr. NEEDHAM. That is the rough, rocky portion of the canyon there.

The CHAIRMAN. Is it not the most available route and the least expensive?

Mr. NEEDHAM. That makes the most direct route into the valley, but I think by changing the boundary here on the southwest corner, as this House joint resolution provides, we will get another electric line to the boundary of the park. All these roads are in my district, and some have filed stipulations in which they have agreed to build the roads themselves from the end of their lines if this boundary is changed. In other words, if they can change the boundary—

The CHAIRMAN. Their only interest in changing the boundary is to get a right of way over it, to get around those people, which precludes the construction of a railroad of any kind over the park?

Mr. NEEDHAM. Yes; and that has been recommended by the Secretary of the Interior—that this change be made for that purpose. Of course, if these people build a railroad up there, they must build a wagon road into the valley themselves, to make their electric line of any benefit.

They have got to come up to the top of the mountain, and they are offering to pay such price as the Secretary may exact of them; and that gives equal competition between three roads, and means that the Government in the end, by accepting this valley and by permitting these three roads to be built to the boundary an equal distance from the scenic part of the park, is going to get a good revenue. The business of the park will grow and these roads will give a good amount for this privilege. I am in hopes the committee can make the change in the park in this bill.

The CHAIRMAN. They are all three equally distant?

Mr. NEEDHAM. Yes, sir. They all start from various points in my district. Two of them are already in process of construction; and as to the third one, the promoters can not understand why they can not be granted the same privilege, by a slight change in the park, that the others have, especially as it comes from a point farther south in the State. As you know, most of our tourists go through the southern part of the State first, and the natural line of travel would be over the

southern road first. I believe this would save the Government a great deal of money ultimately.

The CHAIRMAN. It is your opinion that if it were so arranged that these three roads could get in the Government would not be under the necessity of building a road at all?

Mr. NEEDHAM. These men have told me that if the Government will not build these roads they will do it themselves, because they realize the value of the privilege. Of course they will probably ask the Government to build these roads.

The CHAIRMAN. That is natural.

Mr. NEEDHAM. I believe that if you could put the three roads in competition, equally distant from the valley, they will take care of the line from there on if the Secretary can grant that privilege under the present law. If he can not, I think the law should be changed so as to permit them to build the wagon road inside the park at their own expense. I do not see why Congress should fail to formally accept this recession. Our State has carried this on since 1864 at large expense.

Mr. SULLIVAN. You are quite sure that the State granted these rights while it owned the land itself, before the National Government owned the land?

Mr. NEEDHAM. No; the counties granted franchises within their territory while, of course, the title of the land was in the Government of the United States.

Mr. SULLIVAN. I did not recall your statement about the act of 1864.

Mr. NEEDHAM. That was the act granting to the State what was known as the Mariposa Big-Tree Grove and Yosemite Valley grant, in trust to be administered for the people for the purpose of recreation and pleasure, and so on. I have not the language of the act with me. By accepting this recession it does not create a new park. It does not enlarge the park. It is already physically in the park.

Mr. SMITH. You are not giving us back the same grant that we gave you. It is incumbered all over with these toll roads.

Mr. NEEDHAM. They are not in the valley.

Mr. SMITH. They run within the grant of the valley.

Mr. NEEDHAM. They use the road within the valley. I do not know just where their franchise terminates.

The CHAIRMAN. Do they collect tolls within the valley grant?

Mr. ACKER. No, sir. The State bought those rights.

Mr. NEEDHAM. The State bought the roads within the valley grant—that portion of it within the valley grant. The State bought and paid for that.

The CHAIRMAN. The State purchased the toll roads which were within the grant?

Mr. NEEDHAM. Yes; but those outside, the portions in the National Park, are still owned and controlled by these various companies.

The CHAIRMAN. Do you know whether these toll roads are very profitable?

Mr. NEEDHAM. I am told they are not.

Mr. SMITH. The record here seems to show they have been, whether they are now or not.

Mr. NEEDHAM. I should say the Wawona road was a profitable

road; but I think the Big Oak Flat road and the Coulterville road—I doubt if those have been profitable.

The CHAIRMAN. How much land is there in the park owned by private individuals?

Mr. NEEDHAM. When we reduced the park in 1905 we cut out a large portion of it. Before we cut out these private holdings there had been a constant demand to purchase them by the Government. The greatest portion of these holdings has been cut out and that demand is not so great now as it was before. It says here that by the change of the boundaries practically all mineral claims, besides a large number of timber claims, were excluded from the park. The acreage is not given here. That can be had in the report before this one.

Mr. ACKER. The map that the chairman has, showing the private lands, indicates what is taken out.

#### SEQUOIA NATIONAL PARK.

The CHAIRMAN. Coming back again to the matter of national parks generally, the next item is Sequoia National Park, for protection and improvement, and so forth, \$12,200, which is an increase of \$2,200 over your current appropriation. What is the necessity for this increase?

Mr. ACKER. That increase grows out of the fact that during the past year we were compelled to pay the rangers on duty in that park for the protection and administration of it. Prior to the time the Forestry Service was transferred to the Agricultural Department we had forest rangers detailed for duty in those parks. When the transfer occurred, that necessitated our providing for these men. We had to have them in there for administrative purposes.

The CHAIRMAN. Where is that park located?

Mr. ACKER. That is in the southern portion of California.

The CHAIRMAN. How many rangers have you?

Mr. ACKER. We have two rangers in Sequoia Park.

The CHAIRMAN. To what extent is this park improved by means of roads and bridges?

Mr. ACKER. Since the creation of this park an entire new road has been commenced, with what is known as the Old Colony Mill road—the old colony having been a colony of socialists organized in California some years ago, who proposed to locate on public lands, but they disintegrated, and their claims were canceled. Their road was left in an uncompleted condition, and the Government has commenced the reconstruction of that road. It has been reconstructed to a point in this park called the Giant Forest, where a majority of the Sequoia trees are. It is the desire of the Department to continue that Government road around through this Giant Forest, so as to enable tourists interested in those things to get over through the famous King River district on the east side of the park.

The CHAIRMAN. Is this park frequented generally by visitors during the year?

Mr. ACKER. It is. It is not so generally known as the Yosemite Park, but the wonders of nature are just as great. There you see the beautiful, the grand, and the sublime. The number of visitors there is much less than at Yosemite, on account of lack of transportation facilities. Those facilities at present are somewhat primitive.

Persons going into the park now can go by railroad to Visalia, and thence by stage, and it takes a day and night to make the trip. But notwithstanding it is somewhat tiresome, it is a delightful trip.

Mr. SULLIVAN. A day and a night by stage?

Mr. ACKER. Yes, sir.

Mr. SULLIVAN. Stopping at a hotel somewhere?

Mr. ACKER. The hotel accommodations are very meager. One appreciates that by reason of the contrast with the hotel accommodations in cities and elsewhere.

The CHAIRMAN. How much of a telephone line do you contemplate building in there, if given this appropriation?

Mr. ACKER. The telephone line from the Giant Forest to the second stopping place, known as Three Rivers, would be a distance of say 75 miles, but a shorter line could be made by going over from the forest down through the canyon, which is easily accessible to a place called Moro Rock, and farther down through the canyon along the Keweenaw River. I think it could be reduced 25 miles. A telephone service is necessary there. Now they are completely isolated.

The CHAIRMAN. What do you estimate that will cost per mile?

Mr. ACKER. I should judge that ought to cost fully \$3,000 to put in that, with all the instruments.

Mr. BROWNLOW. Per mile?

Mr. ACKER. No, sir; the entire service.

The CHAIRMAN. It costs about \$40 a mile, including the 'phones, with ten and one-half iron wire. If copper plated it will cost a good deal more.

Mr. ACKER. It is \$3,000. It is a distance of about 30 miles. Three Rivers is the nearest telephone station.

Mr. BROWNLOW. Is that a metallic circuit?

Mr. ACKER. I think so. That is my impression.

The CHAIRMAN. I do not know what you would want with a metallic circuit there.

Mr. ACKER. It is a one-wire system.

The CHAIRMAN. Yes. It could be a one-wire system and still not be metallic.

Mr. ACKER. I would not be certain on that point.

Mr. BROWNLOW. How could you have metallic but one wire?

Mr. SMITH. I understand it takes at least two wires to have a metallic circuit.

The CHAIRMAN. It must be a grounded iron wire. Have you any protection for rangers in this park at present?

Mr. ACKER. We have two small cabins, and it is very desirable that they should be provided with at least three more. These cabins are constructed at a cost of about \$300 or \$400. They are of ordinary pine, or whatever lumber they can get out there. They are generally constructed on the side of a hill, so as to permit a stable to be built at the base of the house to accommodate the ranger's horse, so that you do not have to put up an additional stable. The incline runs right down.

#### GENERAL GRANT NATIONAL PARK.

The CHAIRMAN. The next item is General Grant National Park.

Mr. ACKER. That park is also under the supervision of the officer in charge of the Sequoia Park. This is a small park.



Mr. SMITH. It is at Three Rivers?

Mr. ACKER. No, sir; it is quite a distance away. General Grant Park is in a different direction. This map [producing same] will give you a fair idea of the Sequoia Park, also the completed roads therein and the location of General Grant Park.

The CHAIRMAN. What is the area of General Grant Park?

Mr. ACKER. I think it is about 2 miles square. It is a small park.

The CHAIRMAN. What is the peculiarity of that area which prompted its conversion into a national park?

Mr. ACKER. It has quite a number of those giant Sequoia trees. The General Grant tree is in this park, and there is where the Department is propagating the Sequoia trees. We get most of our seedlings from there. We get them and transplant them to the Sequoia park, and some in the Yellowstone Park.

Mr. SULLIVAN. How long does it take to grow one of these trees?

Mr. ACKER. I can not state; some of the trees are said to be thousands of years old. I saw a tree at Visalia 25 years of age, so they said, that was probably twice the height of this room. They are beautiful trees.

Mr. SULLIVAN. How high do they grow?

Mr. ACKER. As high as 300 feet. The lightning breaks them off.

The CHAIRMAN. How large in diameter?

Mr. ACKER. From as low as 3 feet for saplings up to 35 and 38 feet in diameter for full-grown trees. The General Sherman tree in this Sequoia Park here, a giant, is 36½ feet in diameter.

The CHAIRMAN. How high?

Mr. ACKER. That is nearly 215 feet.

Mr. BROWNLOW. What railroad is down there?

Mr. ACKER. The Southern Pacific and the Atchison, Topeka and Santa Fe to Visalia, and from there by stage.

Mr. BROWNLOW. How far?

Mr. ACKER. About fifty-odd miles.

The CHAIRMAN. Your estimate for the coming fiscal year is \$500 in excess of the current appropriation for the General Grant National Park.

Mr. ACKER. The fence around that General Grant National Park has to be renewed. We have a wire fence around there, and in constructing it originally the wires were not put in properly, and it has sagged down, and the snows have broken it, and it has to be replaced.

Mr. SULLIVAN. What do you have to fence out there?

Mr. ACKER. Cattle, and things like that. People come in and hunt there. We have only one man stationed in that park. He can not be in all sections at one time. There is a gate into that park, and it is the only gate we have in the public park during the winter time. During the summer months that is always open, because we have sufficient soldiers there to patrol the reservation.

#### CRATER LAKE NATIONAL PARK.

The CHAIRMAN. The next item is Crater Lake National Park. Where is that located?

Mr. ACKER. That is in Oregon.

The CHAIRMAN. In what part of the State?

Mr. ACKER. It is toward the southwestern part of the State. It is near Klamath Falls, or Fort Klamath, where there is an Indian agency.

The CHAIRMAN. What are the peculiar characteristics there?

Mr. ACKER. That is a volcano. There is a lake in the crater of the old volcano there.

The CHAIRMAN. What is the area of that park?

Mr. ACKER. It is 249 square miles; 159,360 acres.

The CHAIRMAN. Your estimate is \$2,000 in excess of your current appropriation.

Mr. ACKER. The appropriation for the present year, as well as the appropriation for the previous year, was insufficient to enable the Department properly to provide for absolutely necessary things. That park, although it is not very well known in the Eastern country, is well known in the West, and they have a great many people who go there, particularly people who desire to have an outing free from hotels, where they can camp out and enjoy camp life. There is no provision made for tourists to go down safely to the lake, and they take their lives in their hands when they try to go down to the lake, on account of the character of the wall. A hand rail should be made and steps should be cut so that people can go down easily.

The CHAIRMAN. What do they want to go down for?

Mr. ACKER. To get to the lake. We have a small rowboat there. There is an island there called Wizard's Island.

The CHAIRMAN. What is the area of the lake?

Mr. ACKER. I think it is stated on that map there [indicating].

The CHAIRMAN. You think this increase is necessary to do what work?

Mr. ACKER. We want to complete that road from here [indicating] up to the lake, and then we want to provide a cabin for the superintendent; also, to provide facilities for getting down on the side of the mountain to the lake—safeguards and things. We have had numerous applications to put gasoline launches and boats of that kind on this lake, but we could not do it, as, owing to the small size of the boats, an inspection under Government supervision could not be had. The Government is providing its own roads there to enable the tourists to go on this volcanic island. All the timber and supplies of every kind have to be hauled from Klamath Falls to that reservation, and it costs considerable money.

The CHAIRMAN. How many people have you employed there?

Mr. ACKER. One man, a superintendent, at \$1,000 a year, and we allow him \$150 extra for a horse. He has to provide feed. All the road work is done by day labor under his supervision after a plan is submitted to the Secretary, and payments are made on duly approved pay rolls.

#### MOUNT RAINIER NATIONAL PARK.

(See also page 732.)

The CHAIRMAN. The next item is new, Mount Rainier National Park, Washington.

Mr. ACKER. The Department has estimated for that park every year since its establishment, but no appropriation has ever been made. The Department was compelled, in order to provide for the protection of

that park, when the Forestry Service was under the Interior Department, to place the forestry superintendent for the State of Washington temporarily in charge, and two forest rangers in the summer months were detailed into that park to enforce the rules, in connection with their other work in the Forestry Service. After the transfer of the Forestry Service to the Agricultural Department, that practically left us without anything at all. Through the courtesy of the Secretary of Agriculture, however, he permitted this superintendent to continue on duty. It is not satisfactory and is not fair to these men to require them to do double duty for the small sum of money they receive. We have tried to get somebody in there who would be responsible to the Secretary of the Interior. All these people out in the park are under the Agricultural Department. What the Department wants is to have its own officers there.

I think that park could be economically managed with the appropriation asked for here. This year a contract was entered into with the Tacoma Railroad to construct a hotel for the accommodation of visitors, which will be completed and in operation by this time next year.

The CHAIRMAN. How far is this park from Tacoma?

Mr. ACKER. I should say it is about 90 miles, or something like that, on a guess.

Mr. SULLIVAN. What are the attractions of this park?

Mr. ACKER. In Mount Rainier Park is a famous glacier, the only glacier in the United States.

Mr. SULLIVAN. That is all?

Mr. ACKER. And other mountain scenery, such as you would see in the far western country.

Mr. SMITH. I understood you to say that you could not wisely, as far as you observe, spend more than this \$2,600 there in the next year?

Mr. ACKER. No, sir; I do not think so.

The CHAIRMAN. Mr. Cushman has introduced a bill appropriating \$100,000 for the improvement of the park. Has your attention been called to it?

Mr. ACKER. No, sir.

The CHAIRMAN. I wish you would take a copy of this bill with you, and have the Secretary write us about that.

Mr. ACKER. We could not spend that much money in a season out there. In the first place, we have no officers at all. We have to depend entirely upon the gentlemen whom the Secretary of Agriculture permits to remain in the reservation. Until the Department has its own officers and gets reports as to the conditions there, I do not see how we can go ahead intelligently.

The reason why this appropriation is wanted this year is because of the hotels that are building now. One will be completed by this time next year. We have an application for another hotel about 20 miles from this other point, which will probably be acted upon favorably. Permits to campers this year as in former years will also be granted.

The CHAIRMAN. Did you answer my question as to how far this park is from Tacoma?

Mr. ACKER. I think it is about 90 miles. I think they make the run, leaving in the morning and getting down in the evening.

Mr. SULLIVAN. Have you any idea of the number of people who visit this park each year?

Mr. ACKER. No, sir; I have not. We do not require those men out there to make a report as to that. If the Department had its own employees there, it would be required.

MOUNT RAINIER NATIONAL PARK, WASHINGTON (CONTINUED).

**STATEMENTS OF HON. FRANCIS W. CUSHMAN AND HON. WESLEY L. JONES, REPRESENTATIVES FROM THE STATE OF WASHINGTON.**

The CHAIRMAN. Mr. Cushman, do you want to be heard on the item in connection with the Mount Rainier Park?

Mr. CUSHMAN. Mr. Chairman, myself and colleague are here to say just a word or two about the Mount Rainier National Park; and I want to say, first, that this national park is the only one that we have in our State, and this is one of the few items that we are interested in in the bill.

The CHAIRMAN. How many States are there that have not any national park?

Mr. CUSHMAN. Well, there are quite a few of them.

Mr. JONES. Very few of them that have anything like the scenery that we have.

Mr. CUSHMAN. There are two distinct propositions, as I understand it, from the standpoint of appropriations, connected with this park. The first is with regard to the administration of the park. The administration of the park is under the Secretary of the Interior, who has general charge of the park. There is being built certain wagon roads into this park, and they are being built under the jurisdiction of the War Department. I simply state that at the outset so that we will have it clear in our minds, although, perhaps, you are more familiar with that than I am.

The CHAIRMAN. Is that paid out of the appropriation for the transportation of the Army?

Mr. CUSHMAN. No; it was a direct appropriation made out of the Treasury in the sundry civil bill.

In the first place this park was created about 1899, March 2, I believe, by act of Congress.

The CHAIRMAN. How far is it from Tacoma?

Mr. CUSHMAN. Fifty to 55 miles, and the project is to build a wagon road into this park from either side. The park is right on the saddle of the Cascade range, and it is contemplated to build a wagon road in from the east side, and also from the west side. The surveys have been made by the War Department, by the Chief of Engineers. After this park was created, which was along, I think it was in 1903—March 11, 1903—about four years after its creation, we were given the first appropriation, an appropriation of \$10,000 in the sundry civil bill, to survey out this wagon road; and what little surplus there might be left of that \$10,000 was to be used in the commencement of the construction. Then a year later, in the sundry civil bill of March 30, 1904, there was an additional appropriation of \$30,000 for work upon the wagon road upon the west side; and according to the language of that appropriation, \$6,000 of the \$30,000, or such part of the \$6,000 as was necessary, was to be utilized for the survey of the wagon road upon the east side.

Now, that is the situation. Forty thousand dollars all told has been appropriated for this work; the work has been commenced upon the west side, and the survey has been made upon the east side.

The CHAIRMAN. Is there on the west side any considerable city or settlement?

Mr. CUSHMAN. Yes; it is on the west side that the cities of Seattle, Tacoma, and Olympia are.

The CHAIRMAN. On the west side?

Mr. CUSHMAN. Yes; that is, coming up from the west. They are over on the coast, and as you approach the mountains in traveling east, coming up to the mountains, they are on the west side, and that is where the roadway has been commenced. No appropriation was made a year ago. When the War Department came to make up their estimates this year, in a preliminary estimate they put in an item for \$70,000, a little more than last year. Then it became necessary to go over those estimates and cut out some items, and when they went over the estimates they said, "Why, here, we made an estimate a year ago and no money was appropriated, so I guess we had better cut this out." That is, the Appropriations Committee didn't take care of us a year ago because they did not have the money, and the War Department cut us out of the estimate this year because we didn't get anything last year.

That is a brief statement of the unfortunate situation we are in. An examination of the estimates in the War Department shows that as the estimates were first made they did put in \$70,000; then, when they went through them finally, under necessity of reducing the amount, this item and some others went out, largely, as I suppose, because they had made an estimate a year ago and nothing was done with it.

The CHAIRMAN. How does the War Department get jurisdiction?

Mr. CUSHMAN. Because at the time I tried to get this first appropriation Mr. Cannon insisted that if this project was undertaken the building of the wagon roads should be under the jurisdiction of the War Department. The first and original item of appropriation, which was made in the sundry civil bill of March 11, 1903, I think was suggested by Mr. Cannon on the floor, and this is the identical language: "Mount Rainier National Park: To enable the Secretary of War to cause a survey to be made of the most practicable route for a wagon road into said park, and toward the construction of said road after the survey herein provided for shall have been made, \$10,000."

Mr. JONES. I don't know that he suggested that on the floor, but he suggested it beforehand, and the amendment was prepared under him.

Mr. CUSHMAN. He believed that it should be under the Secretary of War rather than under the Secretary of the Interior. That is the situation we are in here.

The Government engineers of the War Department have commenced the construction of this roadway on the west side. They say the length of the roadway on the west side is about 24½ miles, and the one on the east side is perhaps twice that length.

The CHAIRMAN. What does it cost per mile?

Mr. CUSHMAN. The estimate of the road on the west side is about \$183,000 for about 24½ miles of road. The roadway on that side is somewhat difficult, and the work is necessarily more expensive. They

have already begun to utilize what money they have, and I think they have completed a mile and a half of the road at the present time.

I want to conclude by leaving a little time for my colleague, and with the statement that this is about the only item that the State of Washington will secure in the sundry civil bill. It is the only part we have, and we would ask very earnest consideration of the item for appropriation toward this work. I realize that there must be embarrassment in asking the Appropriations Committee to go to work and make an appropriation where no estimate has been forwarded by the War Department; but I have stated the facts, and the unfortunate situation in which we are with reference to that estimate, and the reason why none was made.

The CHAIRMAN. Have you a communication from the Secretary of War corroborating your statement?

Mr. CUSHMAN. Yes, sir; indeed I have. I think I put in about thirty days, or three or four weeks, endeavoring to get the War Department to reinstate that item, and send it up as a supplemental estimate, but I was unable to do so. They said they had no objection to the work going on; that they would be very glad to go on with it, but having once taken that item out of their estimates, they felt if they put it back that they would throw the door wide open.

The CHAIRMAN. Does anybody ever go to this park?

Mr. CUSHMAN. Yes; a large number of tourists go up there every summer. They go under considerable difficulty now, but in spite of that fact I suppose there were a couple of thousand people who visited that park last summer, and perhaps 3,000 will come this year.

The CHAIRMAN. How close can they get to it by rail?

Mr. CUSHMAN. Until a few years ago they had to go all the way from Tacoma, some fifty-odd miles, by stage, but within three and a half years there has been a little railroad built out to within about 10 miles of the end of this road. The railroad extends within about 10 miles of the end of the proposed Government road. So you can go by rail within 10 miles of that road, and then follow that road for 24 miles, practically to the summit of the Cascade Range.

Mr. SMITH. Does anybody go by way of the east?

Mr. CUSHMAN. That is quite a favorite way. All the people in the eastern part of the State prefer that, coming up the Yakima and the Tannum River valleys.

The CHAIRMAN. Does this road begin on the edge of the reservation?

Mr. CUSHMAN. Yes. I can sketch something that will illustrate it to you. The park lies like that [indicating on sketch], and around the park lies the forest reserve. This Government wagon road begins at the edge of the Government reserve and runs in some 2 miles to the edge of the park, and then extends in a circuitous route through the park the remainder of the way. It is all within the Government reservation, but the first few miles is within the forest reserve.

The CHAIRMAN. What is the character of the country from the end of the railroad to where this begins?

Mr. CUSHMAN. It is mountain and valley, covered with timber.

The CHAIRMAN. Would it be possible to construct a railroad beyond the present terminus?

Mr. CUSHMAN. Yes; but no nearer to the park than the road is now. Here are two pictures [showing] which show very distinctly the road near Ashford. The railroad extends practically to this point—Ash-

ford—and this shows the character of the country for the first 5 or 6 miles. Some of it is rougher than is outlined in those two pictures.

The CHAIRMAN. How far is Mount Rainier from Spanaway Lake?

Mr. CUSHMAN. Spanaway Lake is quite near Tacoma. I suppose the mountain is about 50 miles distant from the lake.

Mr. BROWNLOW. Do people go to the summit?

Mr. CUSHMAN. Occasionally a party goes to the top. I happened to be one of a party to go to the top of the mountain nine years ago, and I put in one night on top of it. The mountain is an extinct volcano. There is a crater on the top hollowed out like an oyster bowl, and there is a little steam coming up out of the center of the bowl and around the edge, under the great crust of snow which surrounds the crater. The snow and ice is drifted in there hundreds of feet deep, nobody knows how deep; it is practically solid ice, and the steam seeps up around the edges. It is warm in some places, and in one place there is a jet that is hot enough to heat soup.

Mr. SMITH. There are no cities immediately east of the mountain?

Mr. CUSHMAN. Not a great ways is the city of North Yakima, one of the most prosperous cities of the State, and also Ellensburg.

Mr. SMITH. How far?

Mr. JONES. About 75 miles from Yakima.

Mr. SMITH. I wanted to know whether a person living over at these cities east of the mountain would not find the most convenient and practicable route at present to take the railroad and go to the western part of the State, and come up on that side?

Mr. CUSHMAN. In one sense, yes. If it was a business trip, that would be the easiest way to get in; but as everybody goes up there for pleasure, they will naturally go up on the east side. A great many of them do now. It is a great pleasure resort.

Mr. SMITH. It is a longer journey.

Mr. CUSHMAN. It is a little longer. I don't remember whether it is any farther from Ellensburg up than it is from Tacoma.

Mr. SMITH. But you have a railroad from Tacoma. What is the character of the country east of it; can you get up part of the distance by wagon and go part of the way on foot?

Mr. CUSHMAN. I don't know how far they go by wagon.

Mr. JONES. They go about 60 miles by wagon from my town.

Mr. Chairman, we have worked on this matter ever since we have been coming down here and finally secured the provision in the sundry civil bill providing for a survey, I believe, in 1904, the provision for \$30,000 from the east side. This survey from the east side goes from the boundary of the forest reservation, and there is no survey for a road outside of that. I live at North Yakima, on the east of the national park, and out from North Yakima there is a wagon road that extends a distance of about 60 miles. Of course up to the reserve, the boundary line of the forest reserve, the wagon road is in much better shape than in the forest reserve, because there is no way of raising money for the building of roads within the forest reserve. So that this survey was provided for a road from the boundary line of the reserve to the national park, a distance of 52 miles, as I think the engineer gives it in his report.

He estimates the cost of the road at about \$275,000. Of course the distance is much greater than on the other side, but the expense of building a road is not so great per mile as it is on the west side. The

grade seldom exceeds 4 per cent. The road contemplated from the east side is just the same as that from the west side, 16 feet in width and while it is true that the distance is farther on the east side to the park from the railroad, yet that very distance is, to a great extent, an attraction to a person who wants to take an outing of that kind, because the country is very beautiful, the scenery being well worth the trip. The forest reserve includes all of the range of Cascade Mountains, and while the park—the national park—is only, I think, 18 miles each way, that does not include, of course, all the beautiful scenery through the country there, but includes the mountains.

While I am especially interested, of course, in having something done toward the construction of a road from the east side, I will say that if the committee feels that they can not decide to make an appropriation for each side, or divide it, I will make no complaint if you put the money on the west side, where the road is partly constructed. I would like something, of course, on the east side. I would like to see it started, but we ought to have a road into the park.

The CHAIRMAN. How many miles of road can the War Department build during the season?

Mr. JONES. I don't know.

The CHAIRMAN. Do they work the year round?

Mr. JONES. No; they could hardly work the year round. They could work from the east side almost the year round by, in the summer time, working near the park, and then in the winter near the other end. On the west side they could work the same way.

Mr. CUSHMAN. Not quite so long. The timber is there, and the snow lies a little longer and farther down the mountain; and they would have to begin work perhaps in June.

The CHAIRMAN. Have you any idea how many miles of road they ordinarily construct in a year with the facilities they have there?

Mr. CUSHMAN. I think they could construct at least 10 miles of road during this summer.

Mr. JONES. On the east side I am satisfied they could construct much more rapidly. They could begin on the east side generally by the middle of March or the 1st of April; then, when the snow gets off in the mountains they could go there and work during the summer, and late in the fall come back. So they could put in nearly the whole year; and, as is shown by the reports, the expense per mile is not as great on that side, and I imagine they could construct 25 or 30 miles a year, if they had the money, on the east side.

As I said, if the committee should not feel justified, although I do hope they will feel able to give such appropriations that part could be placed on both sides, I will not complain if it is all put on the west side, because the work has actually commenced there, and I think it ought to be kept up.

So far as the scenery and all that sort of thing is concerned, I have been in the Yellowstone National Park, and aside from the geysers and hot springs there is no scenery there that compares with the scenery we have up there.

The CHAIRMAN. How does it compare with the grand canyon?

Mr. JONES. There is no grand canyon. Those are to my mind the great things in the Yellowstone National Park, the grand canyon and the geysers and the hot springs. But when it comes to mountain scenery, beautiful scenery, waterfalls, glaciers, and all those things, I



haven't seen anything in the country to compare with it. That is the only national park that we have, and this is the only place where we ask for money.

Of course we ask something for rivers and harbors and public buildings, but in matters of this kind it is the only place for which we ask anything. And I certainly hope that the committee will feel justified in giving us this appropriation.

I will say this, too, that on the east side there is a railroad now building from North Yakima up the valley in the direction of the park, which will take passengers up much nearer. It is built out now about 15 or 20 miles from North Yakima.

Mr. SULLIVAN. How much do you estimate it will cost to complete the road from both sides and put the park itself in the condition you would like to have it?

Mr. JONES. The main thing in my judgment is to get to the park. As I understand it, after they get there there are trails and all that sort of thing by which they can get around, and by which the visitors can see the sights. Of course it would be nicer to have wagon roads through the park. There has been no estimate of the cost of roads in the park. The estimate for the road from the west side is \$183,000, and from the east side, \$275,000. Those will bring people to the park, and then they will have but little trouble in seeing the sights.

Mr. CUSHMAN. It occurs to me that it is expected that a man will commence work on the construction of a \$10,000 hotel at one point in the park, and it is expected within the next thirty days that permission will be given to another man to construct a similar hotel there. It shows that the people go there, or men would not go there and spend money putting in hotels of that kind unless they expected considerable traffic.

The CHAIRMAN. What are the principal objects?

Mr. CUSHMAN. In the first place the peak is said to be the most beautiful mountain peak in the world; and I think there are seven glaciers—seven or eight—that spread out from the top of the great cone in every direction. And from the foot of every glacier bursts out a glacial stream. Paradise Valley is said to be one of the most beautiful mountain valleys in the world.

The CHAIRMAN. Are these glaciers dead or alive?

Mr. CUSHMAN. They are very much alive.

The CHAIRMAN. Moving?

Mr. CUSHMAN. Yes; they are slowly moving as glaciers do. And then, right across Paradise Valley, away from the mountain, is the Tatoosh Range, a very striking bit of mountain scenery, said to be by tourists and travelers a good deal more beautiful than the mountains in the Yellowstone and the Colorado parks. At any rate, the scenery there is said by the people who have visited these different parks to be far superior. I have gone through the Yellowstone Park myself, and I can certainly justify everything that Mr. Jones has said in regard to that. I do not of course want to speak disparagingly of it, but as a general proposition I don't consider that the Yellowstone Park in beautiful, grand, and attractive scenery, compares with this park—the most wonderful place I have ever visited.

## WIND CAVE NATIONAL PARK.

The CHAIRMAN. The next and last one is Wind Cave National Park.

Mr. ACKER. That is in South Dakota.

The CHAIRMAN. Your estimate there is \$3,900 in excess of the current appropriation?

Mr. ACKER. Yes, sir. The necessity of this is stated in the footnote.

The CHAIRMAN (reads):

Proposed expenditures of appropriation made to Congress for the Wind Cave National Park, South Dakota:

For supplying the superintendent's residence and grounds with water from Beaver Creek, $3\frac{1}{2}$ miles .....	\$2,500.00
For inclosing the park with $16\frac{1}{2}$ miles of 3-wire fence .....	2,000.00
For reservoir for fire protection .....	500.00
For roads and bridges in park .....	500.00
For salary of superintendent .....	900.00
Total .....	6,400.00

Mr. ACKER. All the water used on that reservation now has to be hauled from a point 2 miles away.

The CHAIRMAN. What are the characteristics of this reservation which led to its being set aside as a national park?

Mr. ACKER. What is known as a wind cave is there. That is a very large cave. From the bottom to the top of the surface it is probably 500 feet, and extends underground, so far as explored, for about 15 or 20 miles. A great portion of it has not been explored. The cave is somewhat similar, except as to stalactites and stalagmites, to the Mammoth Cave, in Kentucky, and to the Luray Caverns, in Virginia. It looks as if it had been at one time a geyser—at least the interior walls look like that. A peculiar thing about it is that in pleasant weather the wind comes out of the cave, and twenty-four hours before a change of weather the wind goes into the cave. If you go down 25 or 40 feet into the cave the wind is so strong that it will blow out any light you may have with you, but below that distance there is not a particle of motion to the air. The temperature is about the same in all parts.

The CHAIRMAN. What part of the State is it?

Mr. ACKER. In the extreme southwestern part. It is about 15 miles from Edgemont, right near the city of Hot Springs.

The CHAIRMAN. What is the necessity for fencing this park?

Mr. ACKER. The cattle get in there and the Department can not do anything in the way of reforestration and planting trees and changing things.

The CHAIRMAN. What is the character of the country around it?

Mr. ACKER. Undulating and hilly.

The CHAIRMAN. Is there agricultural land or grazing land in there?

Mr. ACKER. Some grazing and some agricultural lands. It will be a popular place after better railroad accommodations are furnished and the place becomes better known.

The CHAIRMAN. How near does the railroad run to it?

Mr. ACKER. Fifteen miles. They run up to Hot Springs.

Mr. BROWNLOW. I understand it is a hatchery for cyclones and volcanoes. [Laughter.]

Mr. ACKER. For people coming to it from the East the approach is

all right; the railroad facilities are all right; but to people from the West have to lie over at Edgemont until night before they can get a train to Hot Springs.

## RUIN OF CASA GRANDE, ARIZONA.

The next item we have, Mr. Chairman, is ruin of Casa Grande, Arizona.

The CHAIRMAN. That is on page 159. Is that under your jurisdiction?

Mr. ACKER. That is under the Interior Department.

The CHAIRMAN. (Reads):

For protection of Casa Grande Ruin, in Pinal County, near Florence, Ariz., and for excavation on the reservation, to be expended under the supervision of the Secretary of the Interior, \$3,000.

Mr. SMITH. May I ask for information why that ought not to be under the Smithsonian or some similar institution? It is of no value except for archaeological researches or something of that kind.

Mr. ACKER. That is all, and on account of the prehistoric ruin which is on the land. The purpose of making this estimate was to get money to make explorations.

The CHAIRMAN. What facilities has the Department of the Interior for making explorations?

Mr. ACKER. It was the intention of the Department to have that done under the supervision of somebody connected with the Smithsonian Institution. This is a reservation which was made by the Secretary of the Interior under an act of Congress and placed under his supervision, and that is the reason why the estimate was made by the Secretary of the Interior.

The CHAIRMAN. Is not some one or more of the geologists now working on this reservation? Have they not been working on it within the last year or two?

Mr. ACKER. Not that I know of. They made an investigation out there some years ago. I think it is in one of their monographs.

Mr. SULLIVAN. This is ethnology.

The CHAIRMAN. Have you had anybody at all making any explorations there in the last year or two?

Mr. ACKER. We have a custodian in charge of the ruins. He looks after it.

## PETRIFIED FORESTS OF ARIZONA.

The CHAIRMAN. I suppose it will be only a year or two before we get a request for an appropriation for taking care of the petrified forests of Arizona?

Mr. ACKER. There is a bill pending now providing for the setting aside of that as a national park.

Mr. DAWSON. If you do not protect it, you will not have any trees there very much longer.

## SULLY'S HILL PARK, SOUTH DAKOTA.

The CHAIRMAN. The next is for Mount Rainier National Park, Washington.

Mr. ACKER. May I call attention to one thing under the head of national parks. In the Indian appropriation bill of 1904 there was a

small paragraph setting aside about 960 acres of land as a public park. Now the Secretary has never made any estimate for the protection of that national park, because it was not certain whether it was the intention of Congress that it should be treated as a national park. It is in North Dakota, near Devils Lake Indian Agency. An Indian school superintendent in charge of that place also looks after the park. He can not do anything; he has no money that he can use in the improvement of this little reservation. It is much resorted to by the people in that section.

The CHAIRMAN. What is there of interest there?

Mr. ACKER. There is a considerable sheet of water, a lake, a fine place. The ground is undulating, a kind of picnicking ground for that section of the country.

The CHAIRMAN. When was the bill passed?

Mr. ACKER. I will take this out of the Secretary's report and leave it here. That covers the entire subject.

The CHAIRMAN. Just hand it to the clerk.

#### SULLYS HILL PARK.

This reservation, containing about 960 acres, was set aside by Executive proclamation, dated June 2, 1904, under the act approved April 27, 1904 (33 Stat. L. 319), and is located on the south shore of Devils Lake, North Dakota, having about 2 miles of shore line, with its western boundary 1 mile east of the Fort Totten Indian School. No appropriation having been made for the care of this reservation, Mr. Charles L. Davis, in charge of the Devils Lake Indian Agency, N. Dak., was designated as acting superintendent thereof and required to exercise the necessary control and supervision over the same until other provision could be made for the protection of the park. The tract is well wooded and has an ample supply of water and many rugged hills, among which, on the western boundary, lies what is known as Sullys Hill. In the southwestern part of the park is a small body of water known as Sweet Water Lake, west of which the surface is generally level and the soil good.

There are a number of prehistoric mounds on the hilly portion of the park which have been explored, and portions of human skeletons, stone, copper, and ivory trinkets taken therefrom.

Sullys Hill and Sweet Water Lake are much frequented by the people of North Dakota during July and August for rest and recuperation, as the State of North Dakota has very few wooded tracts for such purposes.

The acting superintendent recommends the fencing of the exposed boundaries of the reservation, the construction of a dock on the lake shore to accommodate visitors coming by boat, the placing of the roads in proper condition, the construction of the necessary bridges, the walling up of springs, and the clearing away of the undergrowth in many places with a view to making suitable camping grounds.

If it was the intention of Congress in setting aside this reservation as a public park to place it on the same footing with the various national parks under the supervision of the Secretary of the Interior, adequate appropriation should be made at an early day for its protection and improvement.

SATURDAY, April 28, 1906.

#### EDUCATION IN ALASKA.

#### STATEMENT OF MR. WILLIAM T. HARRIS, COMMISSIONER OF EDUCATION, ACCOMPANIED BY DR. SHELDON JACKSON, OF WASHINGTON, D. C.

The CHAIRMAN. Mr. Commissioner, you have under your jurisdiction and administration the item of education in Alaska and the appropriation for the same. I observe that your estimate for the next

fiscal year for this purpose is \$100,000, as against \$50,000, the current appropriation. Will you please explain to the committee the necessity for this increase?

Mr. HARRIS. We were for four years, up to January 28, 1905, receiving a fund from license fees collected from districts outside of incorporated towns.

The sum received for the year 1904-5 amounted to nearly \$150,000. Previously the sums received for year 1902 was \$35,882; for 1903, \$19,742; for 1904, \$103,377. We had been moving our work forward and extending the schools for natives as fast as the increase of funds would permit, and when we were suddenly cut off \$50,000 and our license fees discontinued in January, 1905, we had to look to Congress for special appropriation, and \$50,000 was granted for the year 1905-6, with permission to use a portion of this fund for expenses of last year. I do not think we did use any of it, for the receipts from license fees sufficed, and the \$50,000 is in lieu of the \$150,000, which implies a sudden breaking off of the policy of extension of schools for natives and the closing of many now open. And we think it would be the design of Congress to have the work of extension resumed, and in order to do that it will require \$100,000. Last year we cut do very largely, and by dropping a month from the annual term we were able to get through on the appropriation of \$50,000. But we need \$100,000 in order to carry it on as it was carried on year before last.

The CHAIRMAN. You say you had for this purpose the license fees collected in the district of Alaska?

Mr. HARRIS. One-half of the license fees outside of incorporated towns and villages.

The CHAIRMAN. When was that law enacted?

Doctor JACKSON. On March 3, 1901, I think it was.

The CHAIRMAN. I was under the impression that that bill was passed in the last Congress.

Doctor JACKSON. I think it was amended then, but it commenced in 1901.

The CHAIRMAN. So that no part of the license money realized now from licenses collected of outside incorporated cities and villages in Alaska is available for educational purposes?

Mr. HARRIS. Nothing since the 28th of January a year ago.

The CHAIRMAN. In no part of the district?

Mr. HARRIS. Not any of it.

The CHAIRMAN. Not any of it is available for educational purposes?

Mr. HARRIS. Nothing comes to my bureau from the license fund at all.

The CHAIRMAN. For educational purposes?

Mr. HARRIS. Educational purposes or any other.

The CHAIRMAN. Do you have under your jurisdiction the education of the Indians or natives, as well as the whites?

Mr. HARRIS. We do not have the whites at all. The whites were removed from our control by the law of January 28, 1905, and placed under the governor.

The CHAIRMAN. Where does the license money collected outside of incorporated villages and cities in the district of Alaska go now?

Mr. HARRIS. It is supposed to go for the improving of roads. I do not suppose it makes roads to any great extent, but it goes to that, according to law.

The CHAIRMAN. My understanding of it was that part of it was appropriated for educational purposes and part for improving the roads and trails.

Doctor JACKSON. Seventy per cent goes to roads, 5 per cent to insane, and 25 per cent to the white schools under the Government. Nothing goes for native schools whatever. The law, however, that was passed making the distribution stated that the native schools would thereafter receive only the appropriation from Congress.

Mr. HARRIS. The law mentions that fact; mentions that a fund will be provided by act of Congress.

The CHAIRMAN. You had \$50,000 last year for this purpose?

Mr. HARRIS. Yes, sir.

The CHAIRMAN. Did you also have any part of the license money for any part of the year 1905?

Mr. HARRIS. Yes, sir; but we had not any of that fund available since July 1, 1905, except for buildings. It was ruled by the Treasury Department that we could spend any balance remaining for buildings by permission of the Secretary granted previous to January 2, 1905.

The CHAIRMAN. What was the total expenditure for this purpose in 1905?

Mr. HARRIS. Something like eighty or ninety thousand dollars in new buildings.

The CHAIRMAN. What was the total expenditure for new buildings, salaries, and teachers?

Mr. HARRIS. Everything came close to \$150,000—\$142,000. I think, came in before July 1, 1905, but \$10,000 has come in since. All that had been collected up in Alaska previous to January 2 should go to our fund, and there have been little dribblets coming in all the year—within the last three or four months small sums swelling the total to something over \$150,000. It takes a long time to collect fees up there in northern Alaska and get it to the Treasury here.

The CHAIRMAN. You estimate that to continue proper educational facilities for the natives outside of incorporated villages and cities will require \$100,000 for the next fiscal year?

Mr. HARRIS. Yes, sir.

The CHAIRMAN. How many schools have you up there?

Mr. HARRIS. We had 36 when we commenced last fall. We started with 36 with an aggregate attendance of 2,300 pupils. We had had the previous year 51 schools, with 3,080 pupils.

The CHAIRMAN. What is the aggregate attendance?

Mr. HARRIS. The record of attendance was 3,080 the year before and 2,300 this year, according to most recent reports.

The CHAIRMAN. What is the reason for the decrease in the attendance?

Mr. HARRIS. We were obliged to stop some of the schools.

The CHAIRMAN. Close some of them?

Mr. HARRIS. Yes, sir. Besides this, the amendment to the law took from the control of the Bureau the white pupils outside of incorporated districts and gave them to the governor.

The CHAIRMAN. How many whites were there—do you know?

Mr. HARRIS. I should think about 600. Those schools were rather small in attendance, because they were not in large settlements of white people.

The CHAIRMAN. Are the white and native pupils now taught in the separate schools?

Mr. HARRIS. Yes, sir.

Mr. TAYLOR. Under separate managements entirely, one under the State management and one under the Government?

Mr. HARRIS. Yes, sir; under the present law.

The CHAIRMAN. Was it found impracticable to have the whites and natives taught in the same schools? What was the reason for the policy that brought about the separation?

Mr. HARRIS. In the first place the natives spoke the Eskimo language and the white pupils who knew English could not be graded or classified with pupils who could not speak the same language. Ignorance of the language is a bar to advance in the studies of the school. They would have to have separate schools for white children and natives unless both spoke the English language?

The CHAIRMAN. Are they taught in the Eskimo language?

Mr. HARRIS. No, they are taught English, but of course they would not get an English vocabulary of more than four or five hundred words in a whole year's work, and while this would enable them to use the colloquial dialect yet the white children would bring with them to school on the first day's attendance a vocabulary of 5,000 words.

The CHAIRMAN. What salary do you pay teachers in Alaska?

Mr. HARRIS. From \$60 up to \$80 a month. If it is in the far north, where it is difficult to get provisions, the salaries are higher on that account.

The CHAIRMAN. Have you furnished a detailed statement of the expenditure of that money?

Mr. HARRIS. Yes, sir. It has not been furnished in our reports yet, because our reports are not in the hands of the printer.

The CHAIRMAN. Your expenditures for 1905 have not been printed yet?

Mr. HARRIS. Not yet.

The CHAIRMAN. Have you furnished a copy of them to anybody, to Congress?

Mr. HARRIS. Excepting in a summary. They are in the annual statements. We have some copies here.

The CHAIRMAN. But I wanted a detailed statement.

Mr. HARRIS. There is a detailed statement in that at page 44.

The CHAIRMAN. During the fiscal year 1905 you had \$145,153.55, including the appropriation of \$50,000.

Mr. HARRIS. No; \$50,000 was for the next year; that was for the year ending in June, 1906.

The CHAIRMAN. You had no appropriation for 1905?

Mr. HARRIS. No appropriation at all.

The CHAIRMAN. The total amount received, then, for school purposes, outside of incorporated villages and cities in Alaska, was \$145,153.55.

Mr. HARRIS. Up to that date I was mentioning June 30, 1905; some \$7,000 came in from license fees that was really in before January 28.

The CHAIRMAN. So you had over \$152,000?

Mr. HARRIS. All told. The great bulk of it, a large portion of it, went for buildings.

The CHAIRMAN. Do you contemplate building any new buildings during the next fiscal year?

Mr. HARRIS. We have several under contract, and there is money set apart for them in the Treasury now. There were a good many under contract at the close of the year June 30, 1905.

The CHAIRMAN. When will they be completed?

Mr. HARRIS. Some have been completed already, and others will be ready in the fall of 1906, we expect.

The CHAIRMAN. How much of the appropriation for the next fiscal year will you require to apply on these four buildings?

Mr. HARRIS. The appropriations for all the buildings are provided for in the balance of this fund that is still in the hands of the Treasury as receipts from license fees paid before January 28, 1905. We have not ordered anything for buildings on this \$50,000 fund at all: we could not spare any of it.

The CHAIRMAN. How many buildings do you contemplate erecting out of the \$100,000 which you estimate for the next year?

Mr. HARRIS. I do not think we could build any on that.

The CHAIRMAN. Will you require the whole of the \$100,000, then, for salaries of teachers, supplies, and repairs of school buildings, and other expenses incident to the work?

Mr. HARRIS. Yes, sir; it would be unnecessary for us to apply any of the \$100,000 for new buildings. We have a number of new buildings that we have not put schools into.

The CHAIRMAN. How many months do your schools continue?

Mr. HARRIS. Eight or nine months.

The CHAIRMAN. What is the average attendance per school? How large are your schools?

Mr. HARRIS. They run from 20 to 50 pupils; perhaps some of them have less than 20. The technical term "enrollment" shows how many people the school reaches: that is, how many different pupils have been in attendance at some time in the year. The "attendance" show how many the teacher has on an average per day. Those are technical terms in educational matters, and when you asked for attendance I did not know whether you meant the enrollment or the actual number at school from day to day.

#### FRANK C. CHURCHILL, EMPLOYMENT OF.

The CHAIRMAN. Has there been any investigation into the school question in Alaska during the past year, and a report made on that subject?

Mr. HARRIS. I asked the Secretary to detail some one from his own corps to look at the Alaska schools at first hand, and a Mr. Churchill was sent up there. Perhaps you were asking your question to draw out that fact. He was not sent by me, but by the Secretary direct. The report has been received, and I have had a copy within a week handed to me—that is, Mr. Churchill's report. That was on the reindeer question chiefly, but it relates to some extent to the other schools.

The CHAIRMAN. Who is Mr. Churchill?

Mr. HARRIS. A gentleman from New Hampshire who has been in the Land Office, connected with the Land Office as I understand: a capable, good gentleman.

The CHAIRMAN. What was his particular qualification for the investigation of a subject of this kind, relating to education and reindeer, if he was employed in the Land Office?



Mr. HARRIS. I suppose that perhaps he was useful in discovering something with regard to irregularities in the Land Office in the West. I have heard so.

The CHAIRMAN. What was his position at the time he was appointed?

Doctor JACKSON. He was inspector, special inspector to the Secretary, used there for Indian matters, or land matters, or whatever the Secretary wanted him for.

The CHAIRMAN. Special inspector under the immediate and personal direction of the Secretary?

Doctor JACKSON. That is my information unofficially, that he has been employed inspecting Indian schools and land matters.

The CHAIRMAN. How much time did he devote to the investigation?

Doctor JACKSON. Seven or eight months. He left, I think, about the 1st of May.

Mr. HARRIS. He was up there on his visits a little less than three months.

The CHAIRMAN. How much of the time, during the time he was engaged in this work, did he spend in Boston and New Hampshire?

Mr. HARRIS. I have no information at all with regard to that, and never thought it was a proper subject for me to inquire into, as the Secretary appointed him as confidential inspector to look into the conduct of Government schools and reindeer stations. I wished him to have all the information he could get with regard to our Department; and having challenged that by asking the Secretary to appoint some person to look into it, I never felt at liberty to inquire into it. Mr. Churchill came to see me and talk over matters, and I formed a high opinion of the gentleman himself; but with regard to the quality of his information, I will say that his information consists mostly of rumors such as he would pick up on the boat sailing into Alaskan waters there, going and coming; and complaints on the part of people who felt that they could not get their hands on the reindeer that were used (according to the law of Congress) solely for the education of the natives.

The CHAIRMAN. His report consists chiefly of rumors which he heard and complaints which he heard?

Mr. HARRIS. The bulk of it. He made a very acute examination himself, so far as he had time, giving perhaps a few hours to inquiry at the station, but not always able to see the herd itself, not being able to visit a herd 4 or 5 miles from the station; in such cases all he could do was to ask questions for three or four hours, but while on the long voyages he could discuss hearsay traditions and collect opinions as to management and policy.

The CHAIRMAN. His information, then, was mostly hearsay.

Mr. HARRIS. Yes, sir. I have read his report carefully, and pronounce it hearsay as far as our department is concerned. There are patent mistakes in it of a very serious kind. The hearsays are absurd, most of them. For instance, there were reindeer obtained in Norway by the War Department. They were obtained to carry provisions from Skagway up to the mines in Canada to relieve starving miners there, and the deer brought over were steers or geldings. He thought from what he could hear, and he put this down, that they were brought by the Bureau to mix the strain of reindeer that we got over in Siberia. Of course, the expedition was sent over on purpose to buy steers or geldings, and not females. Then he thinks that 16 deer which we

purchased the first year (1892) and placed on an island near Unalaska were geldings, and had not been increasing up there as reported by the Commissioner of Education, but I can prove by reputable witnesses that there were fawns seen there on the second and fourth years after 1892.

The CHAIRMAN. His information was inaccurate.

Mr. HARRIS. That kind of information was sometimes accepted in the report as though it was true. It was entirely inaccurate and misleading.

The CHAIRMAN. Are there many inaccuracies in the report?

Mr. HARRIS. Almost every page has something on it of that kind.

The CHAIRMAN. His report is practically valueless so far as your Bureau is concerned.

Mr. HARRIS. Entirely so; yes, sir. I have in preparation a review of it which takes up almost every page, acknowledging, of course, his good intent, and admitting that he did as well as anybody could in the brief time given.

The CHAIRMAN. He was engaged in that work eight and one-half months?

Mr. HARRIS. I do not know how long precisely, but I know he could not have been in Alaska very long, because he could not get back from the reindeer stations to the States after the ice had formed in Bering Sea.

Doctor JACKSON. He would not be over four months in that country.

The CHAIRMAN. He was three and one-half months in Alaska and the rest of the time in the States.

Mr. HARRIS. In tracking up these rumors which he had heard, which took legitimately all of his time.

The CHAIRMAN. Was he tracking up rumors in Boston?

Mr. HARRIS. I think it would be necessary to go to Boston. I think he had to track a good many things in cities on the Pacific coast and also in the East.

The CHAIRMAN. New York and Lebanon?

Mr. HARRIS. Especially in New York.

The CHAIRMAN. What rumors are there in New York concerning reindeer?

Mr. HARRIS. There are missionary establishments that have missions up there. Mr. Churchill would have occasion to cross-question them in regard to the expenditure of money, whether they received money from the Government for furnishing education to the natives. He would have to verify these rumors, which charged that we were subsidizing the missions. We have not subsidized the missions since 1894, and he got the things that happened before 1894 in some places mixed up with later events. In 1894, when the Government adopted the new policy of supporting Indian schools, Doctor Jackson recommended that we adopt in the Bureau of Education the same policy of discontinuing subsidies; but in Mr. Churchill's report there is some confusion on this point and it is made to appear that the Bureau has been continuing subsidies to missions up to date.

The CHAIRMAN. Do you know out of what fund he was paid?

Mr. HARRIS. Yes, sir; out of the appropriation for education in Alaska—the \$50,000 fund. That was a general fund. The one especially for reindeer is so named by Congress that it has to be carefully expended in accordance with the law for the introduction of domestic

and instruction therein. But the general fund of \$50,000 for inspection of any kind in regard to the education of the

CHAIRMAN. The expenditure of that \$6,800 then was for the of investigating and for a report which has proved of no

HARRIS. I would not say of no value. It is of value to know rumors are being circulated. Of course you must take care to sides of the work go out to the public, so that they may judge merits. We are governed by public opinion, and we must let public hear what we do, and if we find that we have been holding facts that are necessary to form a correct public opinion, we put those facts fully in detail before them next time. The report suppose, an excellent summary of public opinion on the steam-railroads, and on the rivers.

the CHAIRMAN. Is that a subject that has any material relation or of any material benefit to the education of natives in Alaska—the rumors that may be floating around on steamboats and in New York or in Boston?

Mr. HARRIS. We are apt to think not; but a commissioner himself, who manages it, knows that a public opinion may be created by malicious rumors that may stop the whole business—may stop the best things he is doing.

The CHAIRMAN. Is it possible for any bureau having in its charge the administration of any public function to avoid rumors floating around through the air concerning that administration?

Mr. HARRIS. You can not avoid rumors, but you may meet the malicious ones by putting the real facts before the public.

The CHAIRMAN. How many schools would that \$6,800 provide teachers for in Alaska?

Mr. HARRIS. About four, I should think.

Doctor JACKSON. We closed nine native schools, never started them at all last year, and it would have kept half of those open.

Mr. SULLIVAN. You haven't any doubt as to the comparative value of keeping schools open and codifying rumors?

Mr. HARRIS. Supposing you have a great stream of rumors in the Secretary's office. It makes him doubt his own bureaus—the management of them—and he ought to have one or more sources of information by direct inspection. I think it was one of the most useful things that has been done with any money that the Government has appropriated for Alaska—the detail of this man up there to look after the management of schools in Alaska. The only point now is to have the report thoroughly sifted.

The CHAIRMAN. Do you consider that this was a proper expenditure of that appropriation?

Mr. HARRIS. Most emphatically I do, sir. I think it was proper entirely under the head of inspection—a special inspection. Supposing there is a mischief going on—supposing money is being thrown away or carelessly handled—

The CHAIRMAN. Does the statute authorize an inspection of those schools?

Mr. HARRIS. Certainly it does. We pay out a good deal for inspection, but we do not pay half enough.

The CHAIRMAN. Judging from your experience in this instance you seem to be paying enough, if you measure according to the value of the information.

Mr. HARRIS. Those rumors that we did not take any pains to meet last year influenced the change of the white schools from the Bureau of Education to the governor. There is a proposition now; Senator Nelson has introduced a bill to place the reindeer under the governor. Nobody in southeastern Alaska believes in the reindeer business at all. There is no reason why they should. There is no moss there.

### REINDEER IN ALASKA.

The CHAIRMAN. Do you administer the reindeer appropriation?

Mr. HARRIS. I do, entirely. It comes under my hands and is administered by my assistant, the agent of education in Alaska, Doctor Jackson.

The CHAIRMAN. How many reindeer have you up there now?

Mr. HARRIS. Ten thousand two hundred and sixty-one on the 1st of July last; and we expect there will be somewhere between 13,000 and 14,000 this year. In every three years they have doubled by natural increase. This year has been a good year for the survival of fawns, and we expect that 4,000 fawns will be born this year, and have imported only 1,280 reindeer from Siberia, all told.

The CHAIRMAN. Will you explain to the committee the relation of maintaining the reindeer to the education of the people in Alaska?

Mr. HARRIS. It is the one industry that can be carried on to a great extent there, the reindeer industry, because there is so much moss there that 12,000,000 reindeer could be supported on it. There are 2,500,000 in Finland, 1,000,000 or so in Lapland, but it could be an enormous industry in Alaska, and the natives can conduct this industry better than any other people can. Nobody can get any benefit of the moss in Alaska except through the reindeer.

Mr. TAYLOR. What is that product?

Mr. HARRIS. The moss; it contains sugar and starch.

Mr. TAYLOR. The reindeer moss that grows on rocks?

Mr. HARRIS. It is the only thing that grows in five-sixths of Alaska.

Mr. TAYLOR. About what is the area of Alaska?

Mr. HARRIS. Six hundred thousand square miles, in round numbers.

Mr. TAYLOR. Then there are 400,000 square miles that this moss grows on.

Mr. HARRIS. Four hundred to five hundred thousand square miles of this moss.

Mr. TAYLOR. How many children of school age, natives, are there in Alaska?

Mr. HARRIS. Four or five thousand.

Mr. TAYLOR. About how many of those attend schools?

Mr. HARRIS. Two thousand three hundred enrolled this year in our schools, out of the 5,000 that might be in school.

Mr. TAYLOR. Only one-half, then, are going to school?

Mr. HARRIS. Yes, sir.

Mr. TAYLOR. What do you teach in those schools? I suppose first you teach the English language.

Mr. HARRIS. Especially the English language, dwelling especially on that, and give besides some arithmetic and geography.

Mr. TAYLOR. What is the progress of the pupils?

Mr. HARRIS. They are pretty bright, some of them extremely bright. They acquire the English language, learn to read it, and carry it home to the families, and so the family gets to know the English language more and more, and therefore the education of the school is doubled by extension to the home.

Mr. TAYLOR. What is the age of the school child?

Mr. HARRIS. We are not making any strict rules on that, but they ordinarily would be from, say, 4 years to 13 or 14.

Mr. TAYLOR. As early as 4 years?

Mr. HARRIS. As early as 4 years. They mature earlier than white children. A native race in America matures earlier than the white race and earlier than any European race.

Mr. TAYLOR. To what end are you giving your education especially?

Mr. HARRIS. So as to make these natives able to understand what a white man wants of them, so that the white man can use these men for things that are useful for his civilization. In that case, then, he does not have to fight them and kill them, but he can use them in his civilization. They are quite a docile people.

Mr. TAYLOR. At present your purpose is to educate the natives, as you are developing the reindeer, for the transportation of the white man, and for his civilization.

Mr. HARRIS. Yes, sir; the reindeer business is to get food and clothing chiefly, and then transportation when we get the relays established in a sufficient number. We are making a chain of stations——

Mr. TAYLOR. I don't want to get away from the education of the natives. That education is a means of transportation for the white man and the white civilization in Alaska, isn't it, practically?

Mr. HARRIS. The education is to make the natives understand enough English to work with the white man and to get help from him and to enter into his civilization, save their lives, and get property for themselves.

Mr. TAYLOR. Of course he gets the benefit, as well as the white man.

Mr. HARRIS. Certainly. That is his true help. If he is opposed to the white man, the white man will eventually remove him in spite of any laws.

Mr. TAYLOR. You say the reindeer composes the food of this country?

Mr. HARRIS. It could do it. We have made this experiment and have got as far as 10,200 reindeer, but the experiment has not progressed far enough along to make the food for any large portion of the natives.

Mr. TAYLOR. But eventually you do propose to do that?

Mr. HARRIS. The deer herds double once in three years. We expect to have 16,000 year after next and 32,000 in 1910, and then the increase would be very great, so that the number would be 64,000 three years after that.

Mr. TAYLOR. All the reindeer you have in Alaska are imported?

Mr. HARRIS. They are descendants of the 1,280 that we were able to get from Siberia. We bought, on an average, 100 a year for thirteen years.

Mr. TAYLOR. There were none there when you imported the Siberian flock?

Mr. HARRIS. No domesticated reindeer there at all. There were caribou, but they were driven away by the quick-firing muskets, and it was thought then that it was the end of them in Alaska, but they have returned in large numbers once in three or four years. There have been a great many of them in the last year in the mining region on the upper Yukon.

Mr. TAYLOR. The occupation of the natives is fishing and hunting.

Mr. HARRIS. Yes, sir.

The CHAIRMAN. There are other industries in Alaska with which the native is familiar, are there not—fishing and mining?

Mr. HARRIS. He may help in the mining.

The CHAIRMAN. Do you think it would be more profitable to the Government of the United States and equally beneficial to the native in their education if the Government gave to the native the right to acquire and hold property in Alaska in order that he might have the benefit of his own effort in endeavoring to discover mineral deposits and operate them himself?

Mr. HARRIS. An entirely uneducated man with such a small vocabulary, in which I do not suppose he has a word for "gold"—

The CHAIRMAN. What part of Alaska are you speaking of when you speak of the illiteracy?

Mr. HARRIS. I am speaking entirely of the whole Eskimo and Indian population.

The CHAIRMAN. Do you speak of the southeastern natives?

Mr. HARRIS. The southeastern native is Indian, and the native gets to be more and more pure Indian as he goes down that way.

The CHAIRMAN. Do you mean to say that they do not have sufficient intelligence to engage in certain industries?

Mr. HARRIS. With an apprenticeship; he can carry loads, as an untrained illiterate, of course.

The CHAIRMAN. Are they not employed exclusively in fishing with the net and the traps?

Mr. HARRIS. They could learn that very soon; they do not have to learn it from white men.

The CHAIRMAN. Isn't all the timber cut in southeastern Alaska cut by the native Indians?

Mr. HARRIS. I am not informed as to that.

The CHAIRMAN. That is a fact.

Doctor JACKSON. Southeastern Alaska, if you will allow me to interrupt, is very different from all other portions. We have had schools there since 1877, and those people there are civilized people. They ought to be United States citizens. Every native man in southeastern Alaska ought to be a citizen.

The CHAIRMAN. Do you know what proportion of your school children are in southeastern Alaska?

Doctor JACKSON. One-half of the school children are in southeastern Alaska.

The CHAIRMAN. And we are maintaining and caring for a herd of reindeer in connection with the education of about one-half of the school children in the district of Alaska.

Doctor JACKSON. The present school population—but you should remember that in the northern reindeer region there are 150 native villages that have never had a school, never hear of one, simply because we have not had the money to start them. In southeast

Alaska they have no reindeer; there is no moss there. They are able, as civilized men, to go out and fish, cut lumber, and build sawmills themselves; but when you get north of the Yukon River where there is a very large population and very few schools, it is an entirely different proposition.

Mr. SULLIVAN. What will your system of education enable these people to do south of the Yukon which the people north of the Yukon can not do?

Doctor JACKSON. The lumber interests now in southeast Alaska—

Mr. SULLIVAN. More specifically as to the lumber interests, but that does not convey the idea.

Doctor JACKSON. There has been a mission school subsidized during the years when Congress was subsidizing stations previous to 1894. At Sitka, where the principal industry has been the teaching of boys the lumber business, they go out and log and have helped to run sawmills. Two boys went out from that school some years ago, went to a cannery two seasons, saved their money and went down to Portland and bought the steam boilers and material for a sawmill, took it up themselves—no man went up to set it up for them, they set it up themselves—then cut the lumber, built the house, and they are now running two shifts a day.

The CHAIRMAN. Where is that?

Doctor JACKSON. Just below Ketchikan.

The CHAIRMAN. What is the particular place?

Doctor JACKSON. Saxman is the name of the place—4 miles south of Ketchikan. Four miles north of Ketchikan there was a similar sawmill, but it burned down a year or so ago and it has not been rebuilt.

The CHAIRMAN. Are you familiar with the work of Father Duncan, of Metlakatla?

Doctor JACKSON. Yes; I got his location at Metlakatla. I would like to state to this committee that I have been thirty years in Alaska. I started the first public schools there, and the first churches, and some of the first civil governments, and I know Alaska very thoroughly.

The CHAIRMAN. How much of this money that is expended for schools is expended in southeastern Alaska, or south of Skagway?

Doctor JACKSON. Well, I think about one-half.

Mr. HARRIS. We have spread out from there toward lands where we found native villages and the greatest needs for schools. We have not been able to move forward with any considerable rapidity. That is the reason why one-half of our work is in southeastern Alaska. That section is accessible once in two weeks the year round, while these other places have to be visited, if at all, in the short summer season.

The CHAIRMAN. Are any of your teachers native teachers?

Mr. HARRIS. We have one up near Point Barrow, a Mr. Kilbuck, at Wainwright.

Doctor JACKSON. If the committee takes time to study the capacity of these children they will find that it is wonderful.

The CHAIRMAN. There is a very wide distinction between the natives of southeastern Alaska and the natives of central and northwestern Alaska. What class do you refer to when you speak of their mental capacity?

Doctor JACKSON. I refer to both; but, of course, southeastern Alaska has developed. They have had schools three times as many years as in northern Alaska, but of the Eskimo children that come to Carlisle,

where there are a thousand children representing seventy-two tribes of North American Indians, the Eskimo children of northern Alaska take the lead.

The CHAIRMAN. Do those children return to Alaska when they are educated at Carlisle?

Doctor JACKSON. There have not many of them returned yet—that is, those from northern Alaska. They have been employed at once by the Missionary Society as interpreters, and by the Government in some cases. They are also clerks in stores as interpreters.

The CHAIRMAN. How many reindeer did you purchase during the last fiscal year, 1905?

Doctor JACKSON. None from abroad. We may have purchased, I think, two or three hundred from the natives that had herds of their own, in order to start new herds at different places.

The CHAIRMAN. Is there any necessity for purchasing any new reindeer?

Doctor JACKSON. It is simply to save time. The object of that reindeer enterprise originally—we supposed the Eskimo were starving.

The CHAIRMAN. What is the object of going in and purchasing a herd of reindeer from the natives, if your object is to maintain the herd to educate them? If you have the native himself sufficiently educated to raise a herd of his own, what is the necessity for buying that from him?

Doctor JACKSON. We don't buy them as herds. If a man wants to get provisions; if he wants to sell deer, perhaps, out of his herd to clothe his family or build a house, and one will sell five, and another three—

The CHAIRMAN. Is there a general market there for the sale of reindeer?

Doctor JACKSON. The extra males can be sold at mining stations for food and transportation purposes.

Mr. HARRIS. We only buy the females. We have bought something like 600 of them in the course of four years, but we have not bought any this year at all, because we did not have the money.

Mr. TAYLOR. What do you pay for them?

Mr. HARRIS. We set a price on them. Twenty-five dollars has been the usual cost. They were female deer.

The CHAIRMAN. These herds run wild?

Doctor JACKSON. No, sir; they are herded just like sheep in California or Nevada.

Mr. HARRIS. If they were not, there would not be one of them in the hands of anybody. They would be all dead, devoured by wolves, or they would have joined the herds of wild caribou.

The CHAIRMAN. What does the care of a herd cost?

Mr. HARRIS. I can tell you pretty nearly. I had a table made showing the difference in cost to the Government on a part of those. It cost the Government a great deal in provisions. We have to board the apprentices, and I find the cost runs up from \$3 to \$6 or \$8 per deer for the Government station and a few cents apiece for those in the hands of missions, for which the Government furnishes no supplies, but it costs the missions a good deal for taking care of apprentices and supporting them. But I think they can raise the apprentices for one-third what it costs the Government, because they have mean-



of procuring what is called native food, namely, walruses, seals, whales, fish, ptarmigan, and other game.

The CHAIRMAN. What is the aggregate cost of taking care of this herd?

Mr. HARRIS. I will explain to you that the missions have in their herds 8,600 out of the 10,261, about 1,000 of them loaned from the Government. The Government expends for superintendents of their herds and for apparatus enough to amount to 17 cents a head per year, while it costs the Government for its own herds from \$3 to \$8 a head.

By using "native food" and by a more careful supervision, reaching to the families of the apprentices—a supervision quite easy for the missionaries, but quite difficult for the Government—the missions can support their apprentices for one-third what it costs the Government.

The CHAIRMAN. What does that amount to in the aggregate?

Mr. HARRIS. The Government expense for its four herds amounted last year to nearly \$13,000. It owns 3,000 deer all told. A good many of them were loaned to missions and to superintendents, who are Lapland herders that teach five years for the loan of a herd of 100 deer, and for those loaned we had no expense at all; but the few we had in our own herds cost us over \$13,000, nearly all of our appropriation of \$15,000, except the small sum of 17 cents apiece to pay for the herders that we employed on a regular salary.

The CHAIRMAN. Fifteen dollars a head?

Mr. HARRIS. Not so much as that, except in rare and unfavorable situations. The expense in the Government herd varies from \$3 to \$7, as a usual thing.

The CHAIRMAN. What would be the average cost per head to take care of a herd?

Mr. HARRIS. I can give you the figures for the average. I will show you a statement—a historical statement—of the rise of the herds and the expense of that from year to year for supplies, salaries, and the number of apprentices engaged with them; also the total number of deer as they increased from year to year. I have indicated by a star the years in which any station was a Government station.

The CHAIRMAN. Just put it in the record.

	Teller.	Nome (Syn- rock, Rodney, Douglas)	Wala (Shah- nawaf, 1906).	Golofnin. (lect, 1904).	Barrow.	Gambell.	Tanana (St. James).	Bethel.	Nulato.	Kotse- bue.	Bettles.	Ilamna.
1894.	*											
Number of deer	588											
Apprentices	15											
Cost of supplies.	{ \$3.71 \$2,187.15 }											
Salaries.	540.58											
1895.	*											
Number of deer, June 30.	399	194	174									
Apprentices	9	(a)	6									
Cost of supplies.	{ \$9.80 \$3,709.58 }											
Salaries.	\$683.80											
1896.	*											
Number of deer, June 30.	423	218	256	208								
Apprentices	6	(a)	5	4								
Cost of supplies.	{ \$10.80 \$4,618.33 }											
Salaries.												
1897.	*											
Number of deer June 30.	625	278	367	296								
Apprentices	7	(a)	(a)	(a)								
Cost of supplies.	{ \$8.09 \$4,246.69 }			\$1,174.46								
Salaries.	\$2,962.20											
1898.												
Number of deer June 30.	197		216	385	391							
Apprentices	3		(a)	4								
Cost of supplies.	{ \$2.15 \$424.63 }			{ 671 \$0.87 \$251.25 }								
1899.												
Number of deer June 30.	304	828	714	240	126		261					
Apprentices	67	(a)	(a)	2	1		1					
Cost of supplies.	{ \$771.81 \$771.81 }			{ \$9.87 \$9.87 \$9.87 }								

**SUNDRY CIVIL APPROPRIATION BILL.**

[illegible]

Mr. HARRIS. The cost of supplies, for instance, at one place, Gambell, which is on an island, and very costly, was nearly \$15 for each deer, on an average, in the expenditure for supplies alone.

The CHAIRMAN. What do the supplies consist of?

Mr. HARRIS. Food of various kinds.

The CHAIRMAN. For the deer, or attendants?

Mr. HARRIS. For the attendants—apprentices—and not for the deer.

The CHAIRMAN. You didn't pay out anything for taking care of the deer?

Mr. HARRIS. No, sir; not in the mission herds, except in the cases where we paid a cash salary for the superintending herder—the expense being, as I said, an average of 17 cents for each deer.

The CHAIRMAN. All the expense of maintenance of this herd and care for it is for the pay of attendants—herders?

Mr. HARRIS. That is, supplies for apprentices that are learning to be herders. They work five years before they are considered fully skilled.

The CHAIRMAN. What do you do with those deer; do you kill any of them for food?

Mr. HARRIS. We do not in the Government herds. Those that are passed over to the missionaries—the mission is loaned a herd for five years, and they are allowed to have the increase, and can slaughter or sell the males, provided at the end of the five years they must return us 100 young deer—25 males and 75 females. This year there will be quite a large number—five or six herds of 100 each—coming back to the Government. There are some Norwegian herders who act as teachers of herding. We loaned them a herd apiece on the same conditions—to be returned to us in five years—they to do the teaching of apprentices and superintending the mission herd for the rental of their own herds. We estimate that the rental of the herd is worth about \$600 a year, about \$6 apiece for each deer per annum, and that is in lieu of any appropriation from Congress; that is, we pay them by the loan of the deer. When the deer come back to us, just the same number as we loaned, we loan them again. We bought about, in the years 1902 to 1905, 600 deer, all told, from the natives, not deer that we had loaned them, but deer that they had raised. We bought only females.

The CHAIRMAN. How many do you lose?

Mr. HARRIS. Probably not more than 2, 3, or 4 per cent by accident or old age. I think that 10 per cent would die in the course of a year if none were slaughtered.

The CHAIRMAN. What is the life of a deer?

Mr. HARRIS. I should think ten or eleven years.

The CHAIRMAN. Don't you slaughter so many every year?

Mr. HARRIS. The missions and apprentices slaughter the superfluous male deer in their own herds and sell them to the miners.

The CHAIRMAN. Who?

Mr. HARRIS. The missions and apprentices who own them.

The CHAIRMAN. What does the Government do?

Mr. HARRIS. The Government does not do anything excepting to loan them, or to raise them and develop apprentices by means of them. Owing to our expenditures this last year, we have been in a great dilemma as to the support of apprentices. We have a herd at Iliamna, but we can not afford money for the keeping of the apprentices, and

we have to give strict orders not to take any, because there is no money to pay them with.

Mr. TAYLOR. You say the Government does nothing but loan them out. What does the Government do with the deer when they grow old, let them die on their hands?

Mr. HARRIS. We have not felt at liberty to give orders about that excepting in cases of emergency. There was an emergency at Iliamna. The reindeer were there and very little money for provisions, and we gave the superintendent privilege of slaughtering thirteen or fourteen out of the herd in case it became necessary.

The CHAIRMAN. Hasn't this industry proceeded to the extent where the natives will derive just as much benefit if the Government was to select a number and divide this herd up among them, give them to the natives, and let them look after the further development of the industry? Would not the same educational advantages accrue to the natives? You have carried on this system of education now for some time, and are there not enough of the natives who have been educated to the extent of knowing how to take care of these herds?

Mr. HARRIS. Half of Alaska that has not yet received herds has not educated apprentices; as to the northwest, I could answer yes, the industry is well established and needs little help from the Government. It cost, as I have already said, all told only \$1,400 last year for supplies and teaching, or 17 cents per deer. About \$1,400 for ten stations that were mission stations, and we gave them next to nothing for supplies, in only a few cases, a teacher. In that place the reindeer industry was well established, provided a law were made by Congress forbidding the slaughter or sale of female deer except on Government authority. A few men down at the mines had an idea at one time that they could cultivate reindeer just the same as we cultivate cows in the States.

The CHAIRMAN. Wouldn't that be all right?

Mr. HARRIS. No.

The CHAIRMAN. Wouldn't they employ the natives in the cultivation and growth of their herds?

Mr. HARRIS. To some extent, but a thorough apprenticeship takes five years and sifts out the inefficient natives, and there are only a few that go through with ability, and these are rewarded by small herds by the mission from its herd. There will be some natives this year whose herds, carefully preserved and increased, will run up to half a thousand. They are very thrifty. The apprentices own, in the aggregate, 4,000 of the deer, while the missions own 2,000 and the Government 3,000.

The CHAIRMAN. On that statement, it would be a better policy for the Government to turn over what it has to the missions and to the natives who have been sufficiently educated.

Mr. HARRIS. It would be better to loan them out.

The CHAIRMAN. Is there a demand from the missions for more reindeer?

Mr. HARRIS. Yes, sir.

The CHAIRMAN. Could you get the missions to accept the entire herd?

Doctor JACKSON. They could take the whole of them, but they are not allowed to.

The CHAIRMAN. In that event, would the Government be relieved from the cost?

Mr. HARRIS. Yes; all we would need in the way of cost would be to have good supervisors on good salaries. We could not loan the deer to private parties on any such basis, because private individuals are there to make money, and they ought to be there to make money. We could not loan them to private parties, but we could loan to missions, and it would reduce our expense.

Mr. TAYLOR. How many reindeer are there in Alaska?

Mr. HARRIS. Ten thousand two hundred and sixty-one.

Mr. TAYLOR. That is, the Government reindeer?

Mr. HARRIS. No; all told.

Mr. TAYLOR. How many does the Government own?

Mr. HARRIS. The Government owns a few more than 3,000.

Mr. TAYLOR. And the balance are owned by whom?

Mr. HARRIS. The balance have gotten in the hands of the natives and the missions; that is, 4,000 into the hands of the natives, and then about 2,000 in the hands of the missions. The missions have to keep herds because they can not reward the apprentices for their five years' apprenticeship unless with small herds. They give the apprentices, if they serve well, thirty-six or forty deer in the course of five years. Unless the missions had herds they could not reward the apprentices. There has been a good deal of criticism of the stations, and it has been said that the deer go into the hands of the missions instead of the hands of the natives; but such is not the case.

The CHAIRMAN. What amount do you estimate is necessary to supply the market; what does the market demand in Alaska in the way of reindeer, the consumption?

Mr. HARRIS. We might say that perhaps the miners and canneries bought \$3,000 worth of meat last year, but the market might be much larger than that.

The CHAIRMAN. Have you made an estimate as to the extent to which the market could be developed?

Mr. HARRIS. Yes, sir.

The CHAIRMAN. What do you estimate it?

Mr. HARRIS. I should estimate it, if they brought down to the States—

The CHAIRMAN. No; in Alaska.

Mr. HARRIS. At those mining stations, and especially at the one at Fairbanks, on the Tanana River, there might be a demand for 4,000 carcasses a year.

Doctor JACKSON. Just as the mines extend the business extends, both for the meat to eat and reindeer for transportation. The miners are buying males to transport their sleds in winter and do their packing in the summer. The miners are beginning to use them all through northern Alaska.

Mr. HARRIS. I would like to emphasize that point about the passage of a law by Congress forbidding the slaughter of the female deer, or the sale of them.

The CHAIRMAN. Have you a provision to submit on that question?

Mr. HARRIS. We recommended it in the statement.

The CHAIRMAN. Will you prepare it and send it to me?

Mr. HARRIS. I will.

Doctor JACKSON. May I emphasize the thought that through these missionary societies which practically hold their deer in trust for the natives—that was considered the best way to get the deer in the hands

of the natives that were trained to care for them—of course that was the original object in bringing them into the country; but since mines were discovered they get the same advantage as the natives. They are 150 miles from a waterway by boat, and the only transportation that they can get of any account is by the reindeer, so that they would be taking all the surplus reindeer. As the mining camps start it is the only fresh meat they can get.

Mr. TAYLOR. Are your missions working together as one body?

Doctor JACKSON. All of them, all of the different denominations, but they are all in different sections. There is only one mission in a large area of country.

The CHAIRMAN. The Presbyterian mission is the only mission in southeastern Alaska.

Doctor JACKSON. Among the natives. On the Yukon it is the Episcopalian; in southeastern Alaska and on the Copper River it is the Baptist.

The CHAIRMAN. Where are the Roman Catholics?

Doctor JACKSON. The Roman Catholics take the Yukon Valley largely; that is, their native work is in the southern Yukon Valley, and the Episcopalians in the northern Yukon Valley.

The CHAIRMAN. Who are in southern Alaska?

Doctor JACKSON. The Presbyterians. That is the best development of the civilization; but no development at all for reindeer, because in southeast Alaska the schools started in 1877, and there have been thirty years of school privileges.

Mr. SULLIVAN. How do these people where they have poor educational facilities—that is, north of the Yukon—compare in point of living to the existence in the southern part?

Doctor JACKSON. It is a fearful existence; there is no portion of the earth's surface so desolate as the Arctic region, whether in North America, Europe, or Asia.

Mr. HARRIS. The old persons allow themselves to be killed by their children.

Doctor JACKSON. If you don't get enough to eat the rest will put you out of the way.

Mr. SULLIVAN. Do you think your system helps them to ameliorate those harsh conditions?

Doctor JACKSON. Ameliorate it entirely. Men do not have to kill their parents because they can not support them, but give them good support by teaching them to earn a living through the care of herds of reindeer, just like the cattlemen of Texas. The object of this reindeer movement is to get it among as many of the natives as possible.

Mr. HARRIS. Of course, our plan is to get the natives to learn the English language; without the language they can not be of much use to white men.

Mr. SULLIVAN. Will a larger education among the northern Alaskans result in causing immigration to the southern portions?

Doctor JACKSON. No, sir; they are wedded to their country.

Mr. SULLIVAN. You think your system will help to sustain them in their native country?

Doctor JACKSON. Yes, sir.

Mr. SULLIVAN. Just tell me how the use of the reindeer will help them to sustain themselves in their own country.

Doctor JACKSON. Furnish clothing to start with. The reindeer

skin is the only clothing that will stand the arctic weather. Of course when food gets scarce it is food to them. If a white man comes along and wants to go to a certain valley to see whether there is any gold there he can hire a man to take him there with his blankets and his pickax.

Mr. SULLIVAN. Is there any possibility of establishing any industries there, or any occupation, excepting hunting and fishing?

Doctor JACKSON. Herding and fishing. The hunting is practically gone now. The caribou have been driven away. There are plenty of rabbits, and ptarmigans, and ducks in the summer; but practically the hunting is gone.

Mr. TAYLOR. It is confined to reindeer, because they have but one food, and that is the moss.

Mr. SULLIVAN. Is there any possibility of lumbering in that northern section?

Doctor JACKSON. Not to any extent.

Mr. SULLIVAN. Any mining?

Doctor JACKSON. Oh, yes; mining everywhere. They are mining 600 miles north of the Arctic Circle, and a hundred years from now you will be finding mines as rich as Nome all through that country.

The CHAIRMAN. Did you say that hunting of the natives in Alaska is practically gone?

Doctor JACKSON. In the western portion. The breech-loading firearms have either killed off or driven away the large game, such as caribou or moose.

The CHAIRMAN. There are a good many fur-bearing animals.

Doctor JACKSON. The small ones. They hunt the beaver. There are plenty of foxes. Foxes and ptarmigans are abundant; the small game, and some squirrels, but the larger game is all gone.

The CHAIRMAN. The bear are not all gone?

Doctor JACKSON. Only a few, and that is in the northwestern section. There are plenty of bear now on the Pacific coast in the mountains up from Valdez. From southeast Alaska along the whole Pacific slope to the Aleutian Islands you will find them.

The CHAIRMAN. Are Eskimo employed in the fishing industry up there?

Doctor JACKSON. To some extent, yes, sir; but it is a part of the industrial training of our schools—that is, to teach them the better methods of catching fish and preserving them. Now they catch fish, spear them, and put them up on a rock in the sun, and when they are dry they are full of maggots. We are teaching them to put their fish under shelter and smoke them.

The CHAIRMAN. The Alaska Packers Association employ a good many Eskimo, do they not?

Doctor JACKSON. Not a great many Eskimo; but the Alaska Packers Association is largely along the Pacific coast, where there are Indians. At Bristol Bay they get the Eskimo, but the saving of the Eskimo population in making them useful to the white man is dependent, so far as anybody can see, upon the perpetuation and extension of the reindeer industry among the people. And we can, through the different societies which are working in perfect harmony there bring about that result, we think. We have no jealousy at all, because they are so far apart.



## ALASKA, CARE AND CUSTODY OF THE INSANE.

The CHAIRMAN. On page 64 of the bill, and in House Document No. 530, there is an item for the care and custody of the insane, district of Alaska. For the current year your appropriation is \$17,232. You made no estimate for the next fiscal year.

Mr. HARRIS. It has not been under the Bureau of Education.

Doctor JACKSON. But it is under the governor, and on the business of the governor I think, perhaps, I can answer some of your questions in regard to that. It is not under the Bureau of Education at all.

Mr. HARRIS. Doctor Jackson is familiar with what is done with that appropriation. There is an asylum in the vicinity of Portland, Oreg., where there are sixty kept at an expense of \$348 a year.

The CHAIRMAN. Who makes that contract?

Doctor JACKSON. The governor, I think, through the Secretary of the Interior. There was a contract made last year under the act of March 28, 1904, for five years, at an annual per capita of \$348, and under that, during the year ending June 30, 1905, there were 65 insane persons kept.

Mr. TAYLOR. There was some increase?

Doctor JACKSON. I presume there was some increase this year, which I do not know about.

The CHAIRMAN. Are the number of insane to which you have just referred all natives, or natives and whites?

Doctor JACKSON. All whites, practically. There are a few natives. They die up there or are frequently killed by their friends if they are outside of civilization. Those insane are largely whites. The long Arctic nights in the mining regions, say in Nome and Fairbanks, lead to insanity; and there is going to be a very large insane list of people who will stay up there three or four winters consecutively.

Mr. HARRIS. That is a peculiar condition.

The CHAIRMAN. Are they permanent residents, or miners who are there temporarily?

Doctor JACKSON. They are miners. We had no permanent white element up there.

The CHAIRMAN. Are they permanent up there or are they simply prospecting?

Doctor JACKSON. They are mining, and they count that as their home until they become wealthy, and then they hope to come back to the States. But many of them will never become wealthy, and consequently they will spend their lives there.

The CHAIRMAN. The reason why I ask is, if they are merely temporary prospectors from the States, they ought to be returned to the United States, and the States ought to take care of them.

Mr. HARRIS. A large number come back, and another large number, though they think they will come back, never will.

The CHAIRMAN. This comes under the exclusive jurisdiction of the Secretary, does it not?

Doctor JACKSON. I think so.

The CHAIRMAN. We may have something to ask him with regard to the contracts and the manner in which the laws are administered up there.

Mr. SULLIVAN. I would like to ask one question as to the cause of the insanity. You said the long nights?

Doctor JACKSON. I think it is the isolation from society, and the long, dark nights.

Mr. SULLIVAN. Does it take the form of melancholia?

Doctor JACKSON. Yes; it starts from that, and gets more and more rank the longer they stay. The revenue cutter in which I have traveled up there for ten seasons every year brings down whalers who are insane—whalers belonging to the whaling ships; and the military also, who have been kept in companies up there two or three winters, turn out some insane.

Mr. TAYLOR. How about insanity among the natives up there?

Doctor JACKSON. There is not very much. When they become insane they are ordinarily killed.

Mr. HARRIS. They think they are possessed of the devil, and the natives kill them. That is the case with all North American Indians, and all lower savages treat those as cases of capital punishment.

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SATURDAY, April 28, 1906.

## GOVERNMENT HOSPITAL FOR THE INSANE.

### STATEMENT OF DR. WILLIAM A. WHITE, SUPERINTENDENT.

The CHAIRMAN. Doctor White, you are the Superintendent of the Government Hospital for the Insane, known as St. Elizabeth's Hospital?

Doctor WHITE. Yes, sir.

The CHAIRMAN. You have been Superintendent how long, Doctor?

Doctor WHITE. Two years and a half.

The CHAIRMAN. Where were you engaged prior to your present employment?

Doctor WHITE. I was in the State Hospital for the Insane at Binghamton, N. Y.

The CHAIRMAN. How long were you engaged there?

Doctor WHITE. Approximately eleven years.

### CURRENT EXPENSES, SUPPORT, CLOTHING, ETC.

The CHAIRMAN. Your first item, Doctor, includes current expenses: "support, clothing, and treatment in the Government Hospital for the Insane of the insane from the Army and the Navy, Marine Corps, Revenue-Cutter Service, inmates of the National Home for Disabled Volunteer Soldiers, persons charged with or convicted of crime against the United States who are insane, all persons who have become insane since their entrance into the military or naval service of the United States who have been admitted to the hospital and who are indigent," etc.

### PER CAPITA COST OF MAINTENANCE.

Doctor WHITE. That item is based upon the usual per capita cost of maintenance. That was fixed several years ago by the board, and it is still in operation. It is \$220 per annum. Of course, the number

of patients that are estimated for is to an extent a guess. The only way we can tell the number of patients we are going to have eighteen months from now is simply by knowing how many we have had for past years and taking an average. We have estimated for the same amount this year as last year.

The CHAIRMAN. Your estimate for the next year is the same as the current appropriation?

Doctor WHITE. Yes; except in the District bill we have asked for an increase there, because there is where the increase has taken place.

The CHAIRMAN. The appropriation for the insane of the District committed to this hospital is carried in the District bill?

Doctor WHITE. Yes, sir.

The CHAIRMAN. One-half of which is paid by the District government?

Doctor WHITE. Yes, sir.

The CHAIRMAN. Your estimate is upon the basis of \$220 per capita per year?

Doctor WHITE. Yes, sir.

The CHAIRMAN. How does that compare with the per capita cost in State institutions?

Doctor WHITE. The per capita cost in the different State institutions varies a great deal. In the State institutions where the development of the care of the insane has reached its highest degree of excellence, as, for instance, in the eastern institutions, in New York and Massachusetts—those are the institutions which I am more familiar with—the per capita is equivalent to \$200. In the Binghamton institution, where I came from, the per capita is \$200. In some of the institutions the per capita cost is higher. I have been figuring that over and have found two or three that are over \$220. At Matteawan, N. Y., if figured on the same basis as ours, the per capita cost is \$234.

Our per capita has been what it is now for many years, and when you consider that during those years the cost of food and labor and wages and everything has gradually increased, it seems to me it is a very fair per capita; and the only reason we can run it now at \$220 is because we are getting some support from the District. This is the first year that I know of in which the District has paid their bill. In the past twenty years they have owed us approximately \$1,500,000 for the care of patients.

Mr. SULLIVAN. Has the rise of prices increased the per capita cost of those other institutions that you mentioned?

Doctor WHITE. Yes, sir.

Mr. SULLIVAN. I was wondering if you had information on that point.

Doctor WHITE. Oh, yes; it has; of course it has.

#### COMPARISON IN POINT OF COST WITH STATE INSTITUTIONS FOR THE INSANE.

Mr. SULLIVAN. If the cost of caring for patients at this insane hospital is greater than at State institutions, will you kindly explain the reasons for the difference?

Doctor WHITE. There are a number of reasons. The principal one is that the State institutions care for pauper insane. Fully 50

per cent of the patients in our institution can not with any propriety be called pauper insane. They are veterans and patients from the active service of the Government, and therefore it has always been the policy of the hospital to maintain a somewhat higher standard of care for them than probably would have been maintained if it had paupers solely to deal with. And yet there is no distinction between the different classes as we get them. We try to do the best we can for everybody, and so the benefit of the standard of care which the soldiers have made the hospital maintain is received by all classes. Then the cost of our labor is in excess of that in the State hospitals.

MR. SULLIVAN. Before you come to the labor question, let me ask you a question. You say that the insane pauper is accustomed to adapting himself or will adapt himself to poorer conditions in an insane hospital and poorer service—or a cheaper service, I will put it—than a well-to-do insane patient.

DOCTOR WHITE. I say that in the institutions where they cater only to the pauper insane there are a great many things that they do that we do not do, and a good many things that they do not do for their patients that we do. We try to maintain a somewhat higher standard of care; not only medical care, but our food costs more than in State institutions. We have a better dietary, and a special dietary for some special classes of patients, such as commissioned officers.

MR. SULLIVAN. That is, the well-to-do patients have enough intelligence to know if the character of food supplied to them is cheaper or poorer than that which they are accustomed to having?

DOCTOR WHITE. Oh, yes; there are very few patients who do not know that.

MR. SULLIVAN. And the same way all through this service, they appreciate those things?

DOCTOR WHITE. Yes; there is no question about that.

Then it costs considerably more for labor here, for two reasons is the main. One is that we do not get as much work from our patients as the State institutions do. We can not insist on our old soldiers working. They think the Government should support them, and that they are entitled to that support, and I do not think it would be good policy to force them to work. It is not for their interest, to be sure, to be idle, and it is not for our interest for them to be idle, but I do not know how to get around that difficulty, and a great many of our patients are idle.

Then our employees under the United States statutes are allowed a larger proportion of time off, and for that reason we have to have more employees. In New York, for instance, an attendant has two weeks. In the Government they get thirty days, and thirty days' sick leave, so that there is a possibility of an attendant in our hospital having four times the maximum time off that an attendant in a New York institution would have. That, of course, necessitates a greater number of employees.

MR. TAYLOR. What is the difference in compensation? Is there any difference, practically, in the compensation between your employees and others in the well-established State institutions?

DOCTOR WHITE. It is about the same, only we have to have more of them.

## DISTRICT OF COLUMBIA PATIENTS.

The CHAIRMAN. You spoke a moment ago of the District being behind in its support to the extent of more than \$1,000,000.

Doctor WHITE. Yes.

The CHAIRMAN. When did Congress first require the District to pay one-half the expense of maintaining the insane of the District in that institution?

Doctor WHITE. I can not give you the date, sir, but I know that we stood square with the District in 1881, and from that time on I know that we have been rendering bills, and that each year the District has failed to pay a certain proportion of the bill. That is for the last 25 years. That was in an appropriation bill, I think—that act requiring the District to pay one-half. I do not remember the date.

The CHAIRMAN. Mr. Courts informs me that it was in 1880 or 1881 that that requirement was adopted.

Doctor WHITE. Yes, sir.

The CHAIRMAN. Up to that time you say the District was square with the Government?

Doctor WHITE. Yes, sir; so far as I know.

The CHAIRMAN. And this deficiency or balance dates from that time?

Doctor WHITE. Yes.

The CHAIRMAN. How does that balance arise? Is it because of the failure of Congress to appropriate an amount sufficient to meet the District's share of the cost, or has it been because of slack methods in the matter of accounting and keeping track of the expenses?

Doctor WHITE. I think to some extent the latter. I can not tell you absolutely about it, because it practically all antedated my time. But this appeared to be the custom when I came here: A certain sum of money was appropriated in the District bill to pay for the care of the District insane. That was uniformly not enough, so that the District regularly appropriated each month one-twelfth of that amount, and at the end of the year they were twenty or thirty or forty thousand or fifty thousand dollars short, as the case might be. The Superintendent came to Congress for a deficiency if he had a deficiency, and Congress made it up in the sundry civil bill. And, so far as I know, the District has never yet made good a deficiency in their payment, but that proportion which was necessary to be made good was made good in the deficiency estimates in the sundry civil bill. I asked for a deficiency the first year I was here along those same lines.

The CHAIRMAN. If you will turn to page 161, Mr. Sullivan, you will see that we have had deficiencies ever since 1898.

## BUILDINGS AND GROUNDS.

The next item, Doctor, on page 161 of the bill before you, is "For the buildings and grounds of the Government Hospital for the Insane." For general repairs and improvements your estimate is \$35,000, and your current appropriation is \$30,000. Will you kindly explain to the committee the necessity for this increase?

Doctor WHITE. Yes, sir; there are certain extraordinary repairs.

The CHAIRMAN. You will see on page 162 that there is a note at the bottom of the estimate, which will perhaps enable you to make an explanation.

Doctor WHITE. There were certain extraordinary repairs that we wanted to do, something beyond the ordinary repairs of the institution. One was for this railroad trestle and another was for the railroad track.

#### RENEWAL OF PLUMBING.

The CHAIRMAN. Do you propose to renew any plumbing?

Doctor WHITE. Yes; some plumbing in Howard Hall and the main building. One of the extraordinary things we wanted to do was the renewal of plumbing in some of the old buildings. That plumbing, I do not think, has been renewed for twenty-five years. It needs going over.

The CHAIRMAN. Is it at the present time, in your judgment, in an unsanitary condition?

Doctor WHITE. Yes; a good deal of it. It is principally in the unoccupied wards. I have renewed a great deal of the plumbing. Several of the wards are now unoccupied, and have been since we moved into the new buildings; and as time goes on, and our population increases, I want to get them in shape for occupancy. Two of the wards I expect to move into in a few days, and I have renewed all the plumbing in them and put in sanitary baths and all that sort of thing, and I want to do that with the other wards before we occupy them.

#### REMODELING OF ADKINS HALL OR EAST LODGE.

The remodeling of Adkins Hall as a nurses' home for male employees is another thing we want to do. Adkins Hall is a three-story building, counting the ground floor, and it would make an excellent nurses' home with an expenditure of \$4,500 for remodeling it. Now we have room for five or six or seven years at a moderate estimate. Our nurses' home building in connection with the hospital extension cost something like \$40,000. Of course every place where an employee is taken out and put into a nurses' home makes so much additional room for patients.

#### REPAIRS TO GEDDING CROFT.

The repairs at Gedding Croft will cost \$3,000. That is an addition in the main of a dormitory, and changing around the kitchens there, to make that more convenient, so as to get more patients on the farm. We have a farm 5 miles up the river of 450 acres. We have about ten patients up there who work. If we had this addition to the house there we could put ten or a dozen more patients there. It would be a good thing for the patients, and it would make the farm labor cheaper, and the farm produce would make good returns to the hospital.

The CHAIRMAN. What is done with the produce?

Doctor WHITE. We use that for the hospital.

The CHAIRMAN. Entirely?

Doctor WHITE. Yes, sir.

The CHAIRMAN. There is no revenue derived to the hospital from that?

Doctor WHITE. No, sir; the products are not sold. We credit them to the hospital at the current prices of the products at the time.

As to the railroad track, we estimate for \$4,000 for looking after that.

#### ROADWAYS, GRADING, AND WALKS.

The CHAIRMAN. Before you reach that item I see you estimate an increase of \$4,000 for roadways, grading, and walks.

Doctor WHITE. Yes. For the past two years Congress has cut off \$2,000 or \$3,000 on our roadways, walks, and gradings, and for the past two years we have had to stop work on them two or three months before the expiration of the fiscal year. We have stopped work on them now, awaiting an appropriation, and we have an immense amount of work to do still, over there, enough to keep us busy the entire year.

The CHAIRMAN. Do you utilize the labor of the inmates on this work?

Doctor WHITE. Yes; we have two gangs of patients. We use mostly for that work the colored patients and the criminals. They make us the best outdoor laborers. The only work that is being done now in this line is by those patients, but they can not do the skilled work of laying gutters and macadamizing roads. They can simply do the labor work of picking and shoveling.

#### BUILDING A RAILROAD TRETTLE.

The CHAIRMAN. The next item is for building a railroad trestle, with car for rubbish dump, \$4,000.

Doctor WHITE. That is a thing we have considered rather carefully since this item was put in here, and I am willing to say that we do not need that now, Mr. Tawney, and I think we can get along without that. I think that perhaps we can solve that question in some other way.

#### CHANGE OF LOCATION OF RAILROAD SWITCH.

The CHAIRMAN. The next is "For change of location of part of railroad switch to overcome the present difficulty with settling and sliding, \$3,000."

Doctor WHITE. We have about three-quarters of a mile of railroad track running from the Baltimore and Ohio road up to our power, heat, and lighting plant. Most of that track is located on a fill, which fill is at the base of a hill. We have had an endless amount of trouble, always, with that track since it was put up. I do not know exactly what the trouble is due to, except that it settles and slides, and that it is partly due, perhaps, to the drainage from the hill getting into the soil, of which the fill is largely made, and it is like slippery elm when it is wet and the weight of the cars on it causes it to slide. We are making a new fill, so as to eliminate, to some extent, the curvature of the track, and we want to drain this fill so as to drain away the surface water and thus limit the amount of sliding. We had a slide not long ago that held up our traffic on that track for ten days and cost us \$250 demurrage. We have to keep three or four men all the while occupied on that track.

The CHAIRMAN. If these repairs are made, will the necessity for that cease?

Doctor WHITE. I hope so, sir. That is an awfully difficult problem. If we knew absolutely every reason for the difficulty there, we might overcome it. We have tried to overcome it; we have not succeeded yet. It is a very vital thing to be maintained. We bring our coal over it, and it has got to be maintained. Otherwise we should have to shut down.

The CHAIRMAN. My question was for the purpose of ascertaining whether the improvement you contemplate was a mere expedient for getting around the difficulty temporarily, or whether you had planned it upon a theory of making it so that this difficulty would not be encountered again.

Doctor WHITE. We have planned it on that theory, but whether we will be successful is problematical, because we have never been able fully to solve the problem or ascertain the reason for the condition there.

#### NEW ENTRANCE AND GATEHOUSE.

The CHAIRMAN. The next item is for new entrance and gate house, \$8,600.

Doctor WHITE. The old main entrance is gradually going out of use as an entrance. The main entrance now will naturally be at the end of the new administration group. That is where everybody naturally comes. That is at the center of the hospital now. The present entrance there is an unsightly affair—a little wooden shack that the gateman lives in, and a pair of rickety old iron gates; and this practically beautifies the place, as well as supplying a useful entrance.

The CHAIRMAN. This does not relate to the work of the department of administration? It is a matter of beautifying?

Doctor WHITE. It is a matter of making it look better.

Mr. SULLIVAN. Do you think some of the fastidious patients might not want to enter that way?

The CHAIRMAN. I think, perhaps, this improvement could be deferred for another year.

Doctor WHITE. There would be no hardship upon anybody, of course, by deferring it.

The CHAIRMAN. If the revenues of the Government would not justify the expenditure, you could get along without it?

Doctor WHITE. Oh, yes, sir.

#### BUILDING NEW COW STABLES, ETC.

The CHAIRMAN. The next item is "For building new cow stables, silos, piggery, and hennery on new site, and for lay out of roads, with the extension of water main and electric current, \$51,080."

Doctor WHITE. All of those buildings are old and to an extent tumble-down and out of repair. The newest barn that we have was occupied in 1887. That is nineteen years ago. We have two barns. The other barn, the one that is very badly out of repair, was built in 1874. Those are the principal items included here. The hennery, and the piggery do not cost very much to rebuild. They are located



upon Nichols avenue, which is a public thoroughfare. The old one has got to be either rebuilt very quickly or it will fall down of itself, almost.

The CHAIRMAN. It is in a decayed condition, is it?

Doctor WHITE. Yes; several times since I have been there we have had to renew and brace up the floor under the barn.

The CHAIRMAN. Of what material do you propose to construct the new barn?

Doctor WHITE. Of frame, except perhaps a few courses of brick at the bottom.

The CHAIRMAN. What do you estimate would be the cost of these new barns?

Doctor WHITE. If we build anew, we will build one barn which will have a capacity of taking care of our entire herd, and that barn I estimate will cost \$45,200. That is the result of one set of figures. Another set of figures gives \$44,300.

Mr. SULLIVAN. How large a herd have you, Doctor?

Doctor WHITE. This barn will take care of 200 head of cattle. We have from 150 to 160 head, depending upon circumstances. Of course we usually have 15 or 20 cows that are dry, but we produce practically all our own milk.

Mr. SULLIVAN. What are the dimensions of the proposed barn?

Doctor WHITE. I have it calculated here at a cost in square feet; I haven't the dimensions here. The barn would have a central part, with a wing on each side, and on each wing there would be accommodations of two rows of 50 cows each. That would be about  $3\frac{1}{2}$  feet, I should judge, to a cow, so that it would be about 350 feet long, the whole structure.

Mr. SULLIVAN. What is the cost per square foot?

Doctor WHITE. Two dollars; 18,900 square feet, at \$2 per square foot.

Mr. SULLIVAN. That is \$36,000 of the \$45,200.

Doctor WHITE. That is \$37,800 exactly.

Mr. SULLIVAN. Where does the rest of the \$45,000 come in?

Doctor WHITE. We have two silos of concrete, 30 by 30 feet, at \$6 per cubic yard. That would be \$1,200.

The CHAIRMAN. Thirty by 30? What is the depth of it?

Doctor WHITE. Thirty feet in diameter. The rest of the expense of this would be the water main going to supply this place with water and the electric-light conduit and the roadways.

The CHAIRMAN. Do you contemplate having running water running right in front of the cows?

Doctor WHITE. Yes; and having concrete stalls—modern sanitary construction. This would be back of that group of buildings on the other side of Nichols avenue. It would be away from the public highway, and now the swill and the odor of the piggeries and everything is more or less of a nuisance. They are small, bad, and they are poorly located. We have had two epidemics of hog cholera in our pig pens, and it is about time to do away with them.

Mr. SULLIVAN. I want to ask about these citizens of the neighborhood. Were their houses located out there before this barn was erected?

Doctor WHITE. I do not know, sir. That barn dates back to 1874.

Mr. SULLIVAN. You do not know whether the citizens date back that far or not?

Doctor WHITE. No, sir. All through that section there is a fairly good deal of building going on, around Congress Heights. That section is building up fairly rapidly.

Mr. SULLIVAN. I suppose if they buy that land with reference to surrounding conditions, they could consequently buy it cheaper?

Doctor WHITE. I do not know that at present that is such a serious difficulty, but if the barn has got to be removed I think it should be removed back into the center of our land. That involves only the additional cost of construction of roadways and the carrying of the electric current and the water to that location.

The CHAIRMAN. What is the distance?

Doctor WHITE. About half a mile; about 2,500 feet or 3,000 feet: something like that.

The CHAIRMAN. You will furnish the current from your power plant?

Doctor WHITE. Yes, sir.

The CHAIRMAN. Now, Doctor, there is a supplemental estimate here—

#### HORSES AND VEHICLES.

Mr. TAYLOR. Before you get to that let me ask him what he wants to do with these words on page 160, included in brackets. I suppose they go out because you have purchased your horses and vehicles. Do you want those words to go out, Doctor: "including purchase, maintenance, and driving of necessary horses and vehicles, and of horses and vehicles for official use of the Superintendent?"

Doctor WHITE. The Superintendent always has had a horse and carriage, and still has in the bill. My recollection was that he was provided for on the legislative, executive, and judicial bill, but perhaps I was wrong. Now, he has got to have a horse and carriage. I do not see how he can get along without a horse and carriage.

The CHAIRMAN. He gets it now?

Doctor WHITE. Yes; but on page 160 they contemplate the crossing out of that provision.

The CHAIRMAN. I do not know why it is, but some clerk who made up the estimates omitted that language in all of them. You have this horse and carriage now?

Doctor WHITE. Yes.

Mr. TAYLOR. What has the Superintendent in the way of vehicles and horses?

Doctor WHITE. I have a horse and carriage and also an automobile, which I bought since I have been there, to replace one that was there when I got there. Then I have a small runabout that I use in inspecting the grounds.

Mr. TAYLOR. How many horses have you?

Doctor WHITE. Two.

Mr. TAYLOR. And the automobile was to replace one which was worn out?

Doctor WHITE. Yes.

Mr. TAYLOR. What did it cost you?

Doctor WHITE. One thousand six hundred dollars. It is about as

cheap as a horse and carriage. I have looked somewhat into the matter of putting in electrical vehicles for delivery wagons. In many ways, I think, they might be cheaper, and the reason they might be cheaper for us is that we have our own electrical department and generate our own current, so that we get all of these things at actual cost, instead of having to pay a profit on them; and I am inclined to think that an electrical vehicle is cheaper than a horse, more especially than it was with us a little while ago, when we paid, I think, \$250 for one, and he died in about a week through pure accident. That is always something that is liable to happen to a horse.

The CHAIRMAN. The next item, Doctor, is your supplemental estimate for an assembly hall.

Mr. TAYLOR. The one before that, Document 366, increases this estimate.

Doctor WHITE. That is the power plant.

Mr. TAYLOR. That is the power plant? It is noted on page 161. The document I refer to is No. 366.

#### CHANGE FROM THE USE OF SOFT COAL TO HARD.

The CHAIRMAN. We will take that one first. In Document 366 you submit a supplemental estimate, approximately \$49,900, for the purchase of hard coal and changing the grates of the furnaces in order to burn the same, with a view to complying strictly with the provisions of the antismoke act.

Doctor WHITE. Yes, sir. That estimate was submitted at the request of the Secretary of the Interior who asked me to submit it.

The CHAIRMAN. The grates you now have in those boilers are in a state of repair sufficient to provide for all practical purposes, are they not?

Doctor WHITE. Yes; but of course we could not burn hard coal in them.

The CHAIRMAN. If you are going to change the character of the fuel, the necessity for changing these grates would exist?

Doctor WHITE. Yes.

The CHAIRMAN. Unless you change the character of the fuel you will not need these changes of grates?

Doctor WHITE. No, sir. There will be no necessity for it.

The CHAIRMAN. I want to ask you, Doctor, have you made any estimate to ascertain what would be the additional cost of fuel, in the event of this change from soft to hard coal?

Doctor WHITE. That is the estimate I submitted. It would cost, approximately, \$45,000 a year to burn hard coal.

The CHAIRMAN. That would be an annual additional expenditure?

Doctor WHITE. Yes, sir.

Mr. TAYLOR. To get rid of the smoke—

The CHAIRMAN. For the comfort of the people of the city of Washington?

Doctor WHITE. Yes. The inspector sends us a notice once in a while that we are violating the law, and the Secretary of the Interior asked me to submit to him an estimate for substituting hard for soft coal. I did it, and he has sent it up here to Congress.

## CENTRALIZING HEATING AND POWER PLANT.

The CHAIRMAN. When did you send that estimate to the Secretary as to your steam heat and power plant?

Doctor WHITE. I sent it with all these others, sir. I have the wording of it right here, as I copied it in my annual report.

The CHAIRMAN. You can just read it and it will go into the record, and we will see what became of it.

Doctor WHITE. (Reads:)

For centralizing the steam heating and power plant the sum of \$49,000 is asked, to be expended as follows: For five 300-horsepower water-tube boilers and setting for same, \$25,000; for additional boiler house, \$15,000; for additional coal storage, \$6,000; for new trunk line and connections, \$3,000. There are at present two centers for heating the hospital buildings; one, the old boiler house, which was and still is used for the old hospital buildings; the other the new power, heating, and lighting plant, which furnishes heat to the hospital extension. A more economic operation of the heating system would result from centralizing these two power houses. The coal would not require as much handling and a less force of firemen would have to be employed, while at the same time the heating system could be operated to better advantage and at greater efficiency. The old boiler house is a very old building and many of the boilers in it at present are pretty well worn, so that in the course of a comparatively short time they will in any case have to be replaced. At the same time the boiler capacity of the new power, heating, and lighting plant is already hardly equal to supplying the buildings of the hospital extension with sufficient heat during the coldest part of winter, so that additional capacity here is already required. It would seem, therefore, that the rational thing to do would be to centralize all the heating apparatus in one building. At the time the new power, heating, and lighting plant was constructed the desirability of this centralization was foreseen, and the stack has been made large enough for double the boiler capacity now installed there, and it has also been so constructed that an extension can be added on to the other side of the stack. It is this extension which is contemplated, and the centralizing of the entire steam heating and power plant as a result.

For supplying mechanical stoker at the central power, heating, and lighting plant, the old power house and the pumping plant at the river, and in the event of being allowed the above appropriation for centralizing the power, heating, and lighting plant, the supplying of mechanical stokers to boilers there located, and also the boilers at the pumping station, the sum of \$17,000 is asked. This sum is asked to enable the hospital to comply with the local District smoke law and also to insure a more economical operation of the plant. The hospital has upon several occasions lately received notices from the smoke inspector, who has made observations on the issuing of smoke from our stacks, to the effect that the hospital was violating the smoke law. The provision of mechanical stokers would enable us to comply with this law, although it is but fair to consider in connection with this question that the smoke emitted from the hospital stacks can not by any possibility do any harm to anyone, either directly or indirectly, by polluting the atmosphere. The stacks of the hospital are located practically on the banks of the Anacostia River, far removed from the residential portion of the District, or even from the nearest adjoining dwellings; and, further, are so high that the smoke can not by any possibility pollute the atmosphere even of the hospital itself.

The CHAIRMAN. Would the use of mechanical stokers reduce the cost of operating your boilers materially?

Doctor WHITE. Yes; I think it would. I think we could get along with at least 50 per cent reduction in the force of firemen.

The CHAIRMAN. Would you?

Doctor WHITE. I think we would.

The CHAIRMAN. The difficulty that I have discovered here with some heads of institutions is that they say they can get along with less force, but they forget that they have made such a statement

and continue to employ the same force as before. Of course I do not refer to you in that connection, and I have no doubt you could.

Mr. SULLIVAN. In the very strictest sense, Doctor, this could be called a labor saving device?

Doctor WHITE. Yes. I have been over the matter with my engineer, and he thinks he can get along with 60 per cent less force of firemen if this whole system of boilers was in one line, with mechanical stokers fed from above.

The CHAIRMAN. How many firemen do you now employ?

Doctor WHITE. I can not tell you exactly, sir, but in the two plants that we are considering—the power, heat, and lighting plant and the old boiler house—we employ about 15 or 16 firemen, I think.

The CHAIRMAN. What wages do you pay them?

Doctor WHITE. They get \$40 a month and maintenance. My engineer's estimate was that he could save \$400 a month salary during the winter months. That is the way he figured it. It would mean doing away with about 10 men in the winter months.

The CHAIRMAN. Four hundred dollars a month for about six months in the year.

Doctor WHITE. About that.

The CHAIRMAN. That is about a \$2,000 saving. At what do you estimate the cost of purchase and installation of the stokers?

Doctor WHITE. Seventeen thousand dollars; approximately \$5 per horsepower.

The CHAIRMAN. What is the life of a stoker?

Doctor WHITE. I do not know, sir.

The CHAIRMAN. How old are these boilers in the old boiler plant?

Doctor WHITE. The boiler house is fourteen years old. The boilers installed, then, are fourteen years old.

The CHAIRMAN. They are the boilers that are there now?

Doctor WHITE. Yes; there are two 150-horsepower boilers there that are comparatively recent, but we have some 100-horsepower boilers at the river that are pretty near played out. We could take these out and put them down at the pumping station on the river.

The CHAIRMAN. Will you ascertain from the Treasury Department what became of your estimate on this subject?

Doctor WHITE. Yes, sir.

The CHAIRMAN. We have not received it yet, and have no record of it.

Doctor WHITE. I supposed it was here.

The CHAIRMAN. Maybe the Secretary of the Interior cut it out.

#### ASSEMBLY HALL.

The next item, Doctor, is the assembly hall. Will you state to the committee the necessity for that, and the basing of your estimate of its cost?

Doctor WHITE. I can read from my report here best. (Reads:)

For an assembly hall for use as a place of assembly for the patients for entertainments and for religious purposes, the sum of \$90,000 is asked, which will include provision for heating, lighting, and plumbing, but which is exclusive of furnishing. Five thousand dollars of this sum is asked to be set aside for immediate use for the preparation of plans, securing of bids, etc. This building is desired in order to provide a proper place for patients to assemble for religious worship and for amusement. The present amusement hall is in

the old main building, which is now at the farther extremity of the hospital group and about three-fourths of a mile from the farthest building occupied by patients. Manifestly, an assembly hall should be located at a point more central than this, so as to make it available for the entire hospital population. Further than this, the present amusement hall, besides being inadequate for the purpose to which it is put, is located on the third floor of the old main building, requiring the patients to climb two long flights of stairs in order to reach it. This makes it impossible for the older and feeble class of patients to avail themselves of its use, and in building a new assembly hall it is contemplated having the main assembly room where the patients will congregate on the ground floor, immediately off the sidewalk, requiring no stairs to get in or out. In addition to this, the present assembly hall is illy provided with means of exit in case of accident or fire, and should such an unfortunate event as fire occur, or should any cause give rise to a general panic of the patients there assembled, the result could not be otherwise than most serious. With an assembly hall such as is contemplated, with the assembly room on the first floor, many means of exit could be provided which would as fully as possible guard against such accidents.

The CHAIRMAN. What are the dimensions of this proposed assembly hall?

Doctor WHITE. The dimensions of the auditorium would be 75 by 75 feet.

The CHAIRMAN. The seating capacity would be how much?

Doctor WHITE. I asked there for an amusement hall to seat 1,500. I can not build that size of amusement hall for \$90,000, and I believe we can get along with a less seating capacity. I have figures prepared by two different men, estimating the details and cost of the different items of construction of such a building, and a building 75 by 75 feet would have a seating capacity on the ground floor of about 800. Our present chapel will seat, when it is full—you saw that room—600 persons. That would give a seating capacity on the floor of about 800.

My idea would be that in the main no one should go on the ground floor except the patients and those who are with the patients taking care of them. A balcony seating 200 or 300 would be provided for people outside, and my idea would be to have the entrances and exit from the balcony different from the entrances and exits from the ground floor, so that the two audiences would not collide in coming in and going out; and that would prevent not only panic, but oftentimes that is the way patients escape in the confusion of a crowd.

Mr. TAYLOR. How many patients do I understand you to say you have?

Doctor WHITE. Yesterday the bulletin board showed 2,554.

Mr. TAYLOR. Would the seating capacity accommodate those?

The CHAIRMAN. They are not all in mental condition to attend!

Doctor WHITE. It would accommodate them now. We do not get over 400 or 500 patients to our chapel now. We could get some few additional if we had a chapel on the ground floor, for some of our patients can not climb up two flights of stairs.

Mr. TAYLOR. That hall would be sufficiently large for a number of years to come?

The CHAIRMAN. Do you propose to construct this hall of fireproof material?

Doctor WHITE. Yes, sir.

The CHAIRMAN. You suppose that is necessary, although you have the main auditorium on the ground floor, where you can have any number of exits?

Doctor WHITE. You asked me that question once before, and it strikes me there are two important reasons for making the building fireproof. One is for the protection of the people in it and another is that in an institution of that sort, where the buildings are close together, such a building catching fire with a heavy wind blowing would do damage to other buildings near by even if they were partially fireproof. I am thinking now of tearing down a frame structure because it is right near the prison building where everybody is locked in. I do not know what might happen there if it did get on fire. I think that is a very important reason for having fireproof construction.

The CHAIRMAN. You contemplate only the preparation of plans for this building in the current fiscal year?

Doctor WHITE. Yes. I asked for but \$5,000 for the preparation of plans and advertising for bids.

The CHAIRMAN. The limit of cost to be \$90,000?

Doctor WHITE. Yes, sir.

The CHAIRMAN. Have you any other statement to make?

DISPOSITION OF MONEY BELONGING TO INMATES OF THE GOVERNMENT  
HOSPITAL FOR THE INSANE.

Doctor WHITE. I have one other matter, if you please. Before I came down, the Department called me up and wanted me to present this matter to you. This is House Document No. 634.

Mr. COURTS. That was referred to the Committee on the Judiciary.

Doctor WHITE. This is a request for legislation which will make all unclaimed funds of patients, deposited in the Treasury Department to my account as agent, available for the general purposes of the hospital. It really amounts to making it a permanent indefinite appropriation.

There have been accumulating there since the beginning of the institution funds left by patients, small amounts of money from time to time, which have never been claimed, and they are lying there to my credit in the Treasury. Nobody can use them. They do not do any good to anybody, and this contemplates legislation which would make them available for the hospital. The act of February 20, 1905, which was an act making all pension money of pensioners who are inmates of the hospital payable to the superintendent of the hospital, to be disbursed by him in accordance with rules and regulations of the Department of the Interior, made by the Secretary, contained a clause at its bottom making or intending to make these funds available for the hospital.

Mr. SULLIVAN. What funds do you mean when you say "these?"

Doctor WHITE. These unclaimed funds that have been left by patients.

Mr. SULLIVAN. Not pension funds?

Doctor WHITE. No, sir; but when we came to look it over we had some doubt as to the wording of it, and asked for the Comptroller's decision, and the Comptroller decided that they could not be used under that act, but in summing up he says:

As it was doubtless the intention of Congress to place this money at the disposition of the superintendent for use in the administration of the affairs of

the institution. I have to suggest the advisability of the early enactment of such legislation by Congress amendatory of the above-mentioned act as will make the money in question available for use in connection with the hospital.

Now, something like \$45,000 is lying in the Treasury, and it has been accumulating for fifty years.

The CHAIRMAN. You say this fund consists of what?

Doctor WHITE. Of money that has come to the hospital with the patients, or which they have accumulated after they have been there, and have deposited through me in the Treasury.

The CHAIRMAN. They have died?

Doctor WHITE. Yes; and this balance lies there unclaimed.

The CHAIRMAN. And they have no heirs?

Doctor WHITE. We are now and have been for some time trying to locate the heirs of all these people. We have prepared a circular letter, which has been approved by the Department, and we are systematically sending out this circular letter to every friend or correspondent of those patients who are dead, and we are trying to locate their legal heirs. As fast as we locate them we pay them; but a great many, of course, have long since passed out of anybody's recollection and can not be located.

The CHAIRMAN. How long has it been since you instituted this policy of trying to find the heirs?

Doctor WHITE. Probably about three or four months ago, something of that sort.

The CHAIRMAN. Have there been any claims presented in consequence of that effort?

Doctor WHITE. Yes; we have paid quite a good many claims.

Mr. SULLIVAN. What method have you pursued in attempting to locate heirs?

Doctor WHITE. Of a patient who dies in the hospital, of course, we have a record in many instances, of their friends, relatives, and correspondents. We begin with that list of friends and relatives, and start with the first one on the list and send a circular letter. If it is returned unclaimed, we go to the next, and so down the list. Sometimes we do not find anybody. This legislation contemplates giving it to the hospital after this effort is made, and if after five years the heirs are not found.

Mr. BROWNLOW. Are these patients that have left this money free patients in the Hospital, or have they been pay patients?

Doctor WHITE. They are from all classes of patients that we have, and 99 per cent are free patients, I guess.

Mr. BROWNLOW. If you take care of them at the expense of the Government until they die and are buried, why should you go further than the wife or minor heir in hunting up heirs?

The CHAIRMAN. The language does not contemplate that they shall. I observe another thing about this language, to which I want to call the doctor's attention. This applies only to pension money.

Doctor WHITE. No, sir.

The CHAIRMAN. The language submitted by the Secretary of the Interior applies only to pension money.

Doctor WHITE. On which page is it?

The CHAIRMAN. On page 4 of this document, at the bottom of the page.



Doctor WHITE. That fine print merely sets forth a precedent for the action which the Secretary requests. This does not apply to pension money, Mr. Tawney, I think I may say.

The CHAIRMAN. This is the law here at present?

Doctor WHITE. That is, with reference to the Soldiers' Home. There, when a soldier dies and leaves money in the Soldiers' Home which happens to be pension money, it goes to the Home.

The CHAIRMAN. So you want it to read in substance like this: "That hereafter any balance of money due an inmate other than a member of the National Home for Disabled Volunteer Soldiers," etc.?

Doctor WHITE. No, sir; any balance of money other than pension money. All pension money is provided for now by the act of February 20, 1905.

The CHAIRMAN. "Other than pension money shall be paid to the widow, mother, or father, in the order named."

Doctor WHITE. What we are doing now, and what I presume the Secretary intended, is that we should not confine ourselves to the specially dependent, but that we should pay this money out in accordance with the inheritance laws of the District, following right on from the nearest to the most distant person who is an heir.

Mr. SULLIVAN. You would have that law applied to money of pay patients as well as the money of dependent ones?

Doctor WHITE. Anybody, sir; because if they are dead and there is no claim to the money, what are we to do with it?

Mr. SULLIVAN. I see that point, but I have something else in my mind. Do you admit patients to this hospital upon certain conditions which they or their guardians accept, or are they admitted unconditionally?

#### ADMISSIONS TO HOSPITAL.

Doctor WHITE. They are admitted simply in accordance with the statute, the only conditions being those set forth in the statute. There used to be a method of admitting private patients to the hospital. They then did not have to go through the usual form prescribed by statute for indigent patients, but some years ago, in the so-called Bryan case decided here in court, that statute was decided to be unconstitutional.

Mr. SULLIVAN. What case was that?

Doctor WHITE. The Bryan case. It was decided to be unconstitutional, and it has been some years since any private patients were admitted to the hospital under the old statutes. But they are still on the books, so there is only one way to get

Doctor WHITE. They are practically nil, never used; so there is only one way of getting a patient in that institution in accordance with the statutes. The statutes prescribe several ways; for instance, through the Secretary of the Interior, the District of Columbia, the Secretary of War, the Secretary of the Navy, and others. If a person can pay, of course it is not intended that he shall be treated as indigent, and that the District shall pay for him. We take a patient from the District, we have no knowledge as to what his financial status is, and no method of finding out. The District must officially look into the matter. We put every name from the District on the District bill, no matter who they are, and if the District finds out that

that person can pay, they see the persons and write us, asking us to put his name on the independent or pay list and render a bill to so and so and take the name off of the District bill.

Mr. TAYLOR. What does that cost?

Doctor WHITE. Five dollars a week.

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SATURDAY, April 28, 1906.

## COLUMBIA INSTITUTION FOR THE DEAF AND DUMB.

### STATEMENT OF DR. EDWARD M. GALLAUDET, PRESIDENT.

Doctor GALLAUDET. Mr. Chairman, I have brought a diagram with me which will readily explain what little I have to say with respect to the Columbia Institution for the Deaf and Dumb.

The only point we are asking in excess of what we have asked for two or three years is an increase in the appropriations for repairs of buildings. This diagram shows some 16 buildings, and we have had 4 added since this diagram was made.

We have now 20 buildings here, representing over \$1,500,000 of value. We have had for a number of years \$3,000 only for repairs. It has proved for the last year or two entirely insufficient, and we have allowed buildings to go without any repair, and they are suffering now for adequate repairs.

We are asking an appropriation of \$5,000 for this coming year for repairs, and I can say with absolute sincerity that it is badly needed for the purpose of preservation.

Mr. BROWNLOW. That is an increase of \$2,000?

Doctor GALLAUDET. Yes, sir.

The CHAIRMAN. Two thousand five hundred dollars?

Doctor GALLAUDET. No, sir; \$2,000.

The CHAIRMAN. Your current appropriation is \$60,000, and you ask for \$62,500.

Doctor GALLAUDET. There was a deficiency given us this year.

The CHAIRMAN. Oh, I see. The note says that in addition to the above, \$10,500 was included in the estimate of the Commissioners of the District.

Doctor GALLAUDET. That was appropriated for in the deficiency bill. That has already been appropriated. As to these repairs I can only say they are absolutely needed.

The CHAIRMAN. How many buildings do you say you have?

Doctor GALLAUDET. We have about 20 buildings on the place.

SATURDAY, *April 28.*

HOWARD UNIVERSITY.

**STATEMENT OF PROF. F. W. FAIRFIELD, ACTING PRESIDENT OF  
HOWARD UNIVERSITY, WASHINGTON, D. C.**

The CHAIRMAN. Are you in charge of the Howard University?

Professor FAIRFIELD. Yes, sir; since the 1st of January, as acting president.

The CHAIRMAN. Did you prepare the estimates for the Howard University for the next fiscal year?

Professor FAIRFIELD. The estimates were prepared last summer before I had any responsibility.

The CHAIRMAN. Have you gone over them since then?

Professor FAIRFIELD. Yes, sir.

The CHAIRMAN. I see the first item is for the maintenance of the Howard University, to be used in payment of part of the salaries of the officers, professors, teachers, and other regular employees, the balance of which will be paid from donations and other sources, \$35,000, the same as the current appropriation. I also observe that it is recommended to the committee that we omit the language in the current law "Of which sum not less than \$1,500 shall be used for normal instruction." You do not need that money for that purpose any longer?

Professor FAIRFIELD. A great deal more than that is used for that purpose. It was put in at the time when an additional appropriation was made—\$1,500 was added to our previous appropriation and it was specified at that time that it should be used for normal instruction at the time when our teachers' college was organized in 1899.

The CHAIRMAN. If you strike that out, you would diminish that normal instruction?

Professor FAIRFIELD. Not at all; no, sir.

The CHAIRMAN. That has heretofore been a minimum limitation.

Professor FAIRFIELD. We are spending a good deal more than that, and have been all the time. •

The CHAIRMAN. How much is spent for normal instruction?

Professor FAIRFIELD. From five to eight thousand dollars, including all that is under the direction of the teachers' college.

TOOLS, MATERIAL, FUEL, AND WAGES OF INSTRUCTORS.

The CHAIRMAN. The next item is for tools, materials, fuel, and wages of instructors.

Professor FAIRFIELD. That is the school of manual arts.

The CHAIRMAN. There is some new language that is proposed there, "and so forth, school of manual arts." You recommend striking out "and other necessary expenses of the industrial department." Is it impossible for you to get a nearer and more correct designation of what you want to spend this money for than by using the words "and so forth?"

Professor FAIRFIELD. I really don't know any "and so forth." Practically the tools, materials, fuel, and wages of instructors, and

other necessary expenses should be put in there for the industrial department. The school of manual arts is the title that has been given to it in the last two years.

The CHAIRMAN. The words "school of manual arts" ought to be the title instead of putting it in down below there. Ought not the "school of manual arts" to precede the words "for tools, material fuel, wages of instructors?" That is descriptive, is it not?

Professor FAIRFIELD. The school of manual arts is not an independent school. It is under the direction of the teachers' college as it is in the Columbia University in New York and other colleges.

The CHAIRMAN. What is the necessity for inserting the word "school of manual arts?" It is not carried in the present law.

Professor FAIRFIELD. No; but the original appropriation was made for the industrial department as distinguished from the other departments. I did not word this.

The CHAIRMAN. For tools, materials, fuel, wages of instructors, school of manual arts?

Professor FAIRFIELD. Yes, sir. I don't see any necessity for the "and so forth." I suppose the "and so forth" was put there to cover other necessary expenses of the industrial department, but it seems to me the expenses are covered by the other language. I am not responsible for the wording.

The CHAIRMAN. Your estimate for the next fiscal year is the same as your current appropriation in that item?

Professor FAIRFIELD. Yes, sir.

#### LAW AND GENERAL LIBRARIES.

The CHAIRMAN. And the same is true of the next item, "For books, shelving, furniture, and fixtures for the law and general libraries?"

Professor FAIRFIELD. Yes, sir.

The CHAIRMAN. Do you know whether that appropriation has been expended for the last few years?

Professor FAIRFIELD. Yes, sir.

The CHAIRMAN. All of it?

Professor FAIRFIELD. I have been on the committee for the library.

The CHAIRMAN. Do you know whether there is any balance in that item?

Professor FAIRFIELD. Everything is spent by the end of the fiscal year. I have been on that committee as dean of the college of art and sciences for several years, and, so far as I know, our part of it for the general library has been spent, and as to the law department also.

#### GROUND AND BUILDINGS.

The CHAIRMAN. Your estimate under the head "For improvement of grounds and repairs to buildings, \$2,000," the same as the current appropriation. Has that appropriation been expended every year?

Professor FAIRFIELD. We have to spend more than that every year.

The CHAIRMAN. Where do you get it from?

Professor FAIRFIELD. We have a small income from invested funds. That does not cover our necessary repairs.

## LABORATORIES.

The CHAIRMAN. The next item is likewise the same, material and apparatus for chemical, physical, and natural history studies, and use in laboratories, including cases and shelving, \$200.

Professor FAIRFIELD. That is an exceedingly small amount.

## FUEL.

The CHAIRMAN. The next is for fuel, \$2,500.

Professor FAIRFIELD. We spent more than that for fuel.

The CHAIRMAN. How long have you been getting that appropriation for fuel?

Professor FAIRFIELD. Ever since the anthracite coal strike, 1904.

The CHAIRMAN. How did you pay for your fuel before that time; out of what fund?

Professor FAIRFIELD. The other funds.

The CHAIRMAN. The income of the institution?

Professor FAIRFIELD. Yes, sir. We are crowded to the wall as it is now.

The CHAIRMAN. How many pupils have you in the university?

Professor FAIRFIELD. Our last catalogue shows 950.

The CHAIRMAN. What tuition do they pay?

Professor FAIRFIELD. The academic department have just begun to pay tuition within the last year.

The CHAIRMAN. How much?

Professor FAIRFIELD. Ten dollars a year.

The CHAIRMAN. How many in the academic department are there?

Professor FAIRFIELD. Well, there were probably 400—approximately 400 in the academic department, exclusive of the practice school, but they have not paid tuition; only the new students have begun paying the last year. Secondly, our receipts from tuition this past year have been small.

The CHAIRMAN. What tuition do they pay in other departments of the university?

Professor FAIRFIELD. In the law department they pay \$25 a year. In the medical department they pay \$80, as they have always paid.

The CHAIRMAN. How many departments have you?

Professor FAIRFIELD. There are four academic departments—the college of arts and sciences, the teachers' college, the commercial department, and the preparatory department; the theological department also, which does not come within your jurisdiction. No money is spent for that from the appropriation. There are seven departments, all told, including the theological department. Ten years ago we had half a day on the floor of the House, and then the provision was put in specifically that no money out of the appropriation could be used for theological or sectarian instruction.

Mr. SULLIVAN. But you have such instruction now.

Professor FAIRFIELD. Not provided for at all.

The CHAIRMAN. What is the total income of your institution outside of your appropriation?

Professor FAIRFIELD. I can not give a precise answer at the moment.

The CHAIRMAN. What are the conditions of admission to the university—the conditions as to eligibility?

Professor FAIRFIELD. The conditions vary according to the department; for example, our college of arts and sciences requires four years, secondary course for admission.

The CHAIRMAN. Is there any condition as to residence?

Professor FAIRFIELD. No, sir.

The CHAIRMAN. Do they come from any part of the United States?

Professor FAIRFIELD. Or the world for that matter?

The CHAIRMAN. Was this started as a governmental institution or a private institution which engrafted itself on the Government?

Professor FAIRFIELD. I guess the engrafting was done, perhaps, by the Government. It was begun as a private institution. Would you like a half a dozen words as to the beginning?

The CHAIRMAN. Yes; for information.

#### ORIGIN OF INSTITUTION.

Professor FAIRFIELD. Along just at the close of the war—I know this by tradition, although I came to the university in 1874—but along at the close of the war a group of people connected with the First Congregational Church of this city were interested in the freedmen coming into the city. There was a great camp out on R and Eleventh streets, and they thought that there ought to be a school established for the preparation of teachers.

The CHAIRMAN. Do you refer to free negroes?

Professor FAIRFIELD. Those who had been emancipated. They flocked into the District of Columbia in large numbers, and those who were interested in their education organized and obtained a charter from Congress in 1867. They had a little money, not much, but there was a farm out there of 150 acres which had been used as a cavalry camp during the war, and they bought that farm at \$1,000 an acre, agreeing to pay \$150,000 for the 150 acres. They had about \$2,000 that they paid down on it. That was in 1867, and it was at the time when "Boss" Shepherd was making improvements in the city and real estate was booming. Within about three months they sold half of it for enough to pay for the whole, so that they started out with 75 acres of land. That included part of the new reservoir site out there, which was nothing but a ravine; and it included, also, LeDroit Park. It included the Freedmen's Hospital and the site of the new one.

The main building of the university was put up by the Freedmen's Bureau. General Howard was in charge of the Freedmen's Bureau, and he was putting up buildings throughout the South to a considerable extent, putting up buildings for various schools of various denominations, and he put up that main building, and I think another building which we call Miner Hall, the girls' dormitory. That was the extent of the Government aid at that time. General Howard left in 1874, just before I came, but for a year the school was under the charge of John M. Langston, who was vice-president; and for a couple of years we ran ourselves. For most of that time I was acting president, as a young man. That was more than thirty years ago, or about that. In 1877 Doctor Patton, of Chi-

cago, came as president, and in 1878 or 1879 he made up his mind that Congress ought to be asked to do something for the university, and he asked Congress to do something. There was an appropriation, I think, in the winter of 1878 or 1879, of \$10,000. That was the original appropriation for Howard University. I don't know whether you care to hear about that.

The CHAIRMAN. No; I wanted to know the date when this commenced, and the circumstances.

Professor FAIRFIELD. We had for three years \$10,000 a year, and then the appropriations were increased. I can not tell you exactly the order of increase. About ten years ago at the time of the A. P. A.—that is, the American Protective Association—there was a movement, a strong movement, in Congress against anything that could be called an appropriation for sectarian purposes. Mr. Hainer, of Nebraska, was especially interested in that. Some of you gentlemen may know him. He didn't return to the House the next time. Mr. Hainer was on the subcommittee on the sundry civil bill that year, and the appropriation was left out. That was ten or eleven years ago. It was left out in the subcommittee, and Mr. Cannon let it go along, and finally when it was reported to the House the House gave us a half day. I was here and listened as an interested spectator. Our appropriation was put back in by a vote of the House—a fair majority.

The CHAIRMAN. Your first appropriation was \$10,000. How many years ago?

Professor FAIRFIELD. That was, I should say, in 1878 or 1879.

The CHAIRMAN. Since that time it has gone to \$47,600.

Professor FAIRFIELD. We have grown a great deal.

The CHAIRMAN. Has your income since that time increased?

Professor FAIRFIELD. The outside income? Well, to some extent, but there has been an expenditure for some buildings, as the Government has never put up any buildings excepting those first two. We sold some land to the Government for the reservoir, which added to our available funds. But beyond that, there has been some increase, but no large increase of any sort as to the matter of endowment.

The CHAIRMAN. Can you give us a statement of your annual income and expenditure during the last ten years by the years? You need not itemize it, but give the appropriations which you have received from the Government. Just put in the aggregate expenditure, the income from all sources, and the Government appropriations. Have the appropriations stated separately, the amounts separately. I simply want to see the extent to which it has grown, and the necessity for the appropriations, based upon the income of the institution, together with the growth of expenditure. You may send the statement to me.

Professor FAIRFIELD. I will do that, with pleasure.

The CHAIRMAN. Is the Freedmen's Hospital an adjunct of the Howard University?

Professor FAIRFIELD. The Howard University owns the buildings which the hospital occupies, and its medical department has clinical facilities in connection with it. We have received up to the last two years \$4,000 for the use of the buildings, but the last two years we have received nothing.

Mr. TAYLOR. Who owns the ground?

Professor FAIRFIELD. We own the grounds and the buildings. If I may say just a single word as to our needs at present, as compared with the past two or three years, when we have had the same appropriation that is approved by the Interior Department, I should be glad to do so. I simply want to say that our increasing number of students does call for added instructors. We shall have to have two new ones, and the committee on teachers has already decided that we must have two new teachers. We are not asking you to increase the appropriation that is approved by the Secretary of the Interior, but I simply wanted to speak of it to show that we are put under pressure ourselves in the matter.

Mr. SULLIVAN. On what theory does the Government help to maintain this particular educational institution?

Professor FAIRFIELD. I was going to quote what Governor Sayers, of Texas, said on the floor of the House in my hearing. He spoke as a southern man, and had been chairman of the Committee on Appropriations. He had become interested in the Howard University, and he said that as long as West Point and Annapolis were practically closed to the colored man, not legally, but practically, that he thought it was only fair that the Government should do something for the higher education of the colored people. That was the ground upon which he put it before the House.

Mr. SULLIVAN. The Government does for the benefit of the negroes what it does not do for white citizens. Does it maintain any educational institution for the benefit of white citizens apart from West Point and Annapolis, whose students are intended for the Government service and are especially trained for such service?

Professor FAIRFIELD. I don't know that it does directly, excepting in the case of disabled persons, such as deaf mutes.

The CHAIRMAN. The Government does maintain Indian schools.

Mr. TAYLOR. And Eskimo schools.

Mr. SULLIVAN. There are special reasons for that, the Indians are the wards of the nation, their lands were taken by the Government. The cases are not parallel.

The CHAIRMAN. What condition were these people in when they came here, and where did they come from?

Professor FAIRFIELD. They came from all parts of the country, and from the West India Islands.

The CHAIRMAN. Most of them come from the District of Columbia.

Professor FAIRFIELD. Well, perhaps a little over one-third of them.

The CHAIRMAN. Who pays their tuition?

Mr. FAIRFIELD. You see there are few of them so far that have paid tuition. They have paid it themselves.

The CHAIRMAN. The tuition for the medical department has been \$80 a year for a long time. Who pays that?

Professor FAIRFIELD. They pay it.

The CHAIRMAN. And also the law department?

Professor FAIRFIELD. Yes, sir. Until this year the tuition of the law department, the incidental fee, has been \$10.

Mr. TAYLOR. What is the fee in the law department now?

Professor FAIRFIELD. Twenty-five dollars. About one-third of all that are enrolled in the catalogue come from the District of Colum-



bia—I couldn't say, without looking, as to the proportion of the students of the law department that come from the District of Columbia.

Mr. TAYLOR. Practically all the other two-thirds come from the Southern States?

Professor FAIRFIELD. The larger portion of them come from the Southern States. We have quite a number from the West Indies. Not a very large number proportionately; and we have a half a dozen students from Africa, and five or ten from British Guiana, and a sprinkling from all parts of the country.

The CHAIRMAN. Where are these students that come from the British West Indies?

Professor FAIRFIELD. They are mostly in the professional departments.

The CHAIRMAN. Don't they pay extra tuition?

Professor FAIRFIELD. They pay the same tuition; we make no distinction.

The CHAIRMAN. You say you make no distinction between Americans and foreigners in an institution that is maintained largely by the Federal Government?

Professor FAIRFIELD. You see the medical department, in which a large portion of the West Indian students go, has been self-supporting, has paid its own way by tuitions.

The CHAIRMAN. How many students have you there from foreign countries?

Professor FAIRFIELD. I should say, approximately, 70 to 75 in all departments.

The CHAIRMAN. And your total enrollment is how much?

Professor FAIRFIELD. Nine hundred and fifty, the last catalogue shows.

Mr. TAYLOR. You say you have eight from Africa.

Professor FAIRFIELD. Probably five or six from Africa.

Mr. TAYLOR. What part of Africa?

Professor FAIRFIELD. From two or three parts of Africa. We have some Zulus, and then there are some from the west coast of Africa.

Mr. TAYLOR. What are they seeking, the professions?

Professor FAIRFIELD. One or two of them are in the theological department, two or three, perhaps, and two or three others are in the preparatory department.

The CHAIRMAN. What influence is behind the people who come here—any church influence—any denomination?

Professor FAIRFIELD. Not that I know of. I don't know of any institution in the country that has less denominationalism in it than we have. We have all denominations in our board of instructors, and our students are of all denominations. We never ask.

The CHAIRMAN. Do the churches take an interest in getting people to come here?

Professor FAIRFIELD. Yes, to some extent. Some churches provide funds to help along some students.

The CHAIRMAN. Does your institution itself contribute anything toward the maintenance of scholars excepting a free tuition?

Professor FAIRFIELD. Excepting through our aid fund. The aid funds are funds that have been given, a few thousand dollars, the income of which can be used for the assistance of students.

The CHAIRMAN. I mean, does the appropriation of the Federal Government go to maintain the expense of any students?

Professor FAIRFIELD. No; not at all. We differ from the deaf-mute asylum in that regard. There they are maintained, board and room and all.

Mr. TAYLOR. What proportion of your professors are colored and what proportion white?

Professor FAIRFIELD. That differs in different departments. I should say, take it clear through, out of the ninety in all, including the medical department, there is a preponderance of white instructors, but not very large. They are pretty nearly equal.

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HOWARD UNIVERSITY,  
Washington, D. C., May 1, 1906.

HON. JAMES A. TAWNEY,  
*Chairman Committee on Appropriations,  
House of Representatives, Washington, D. C.*

DEAR SIR: As requested, I herewith hand you inclosed a statement of the receipts and expenditures of Howard University from 1876 to June 30, 1905 inclusive.

Should you desire further information we shall be pleased to furnish it.

Very respectfully,

GEO. H. SAFFORD,  
*Secretary and Treasurer Howard University.*



## Statement of receipts and disbursements pertaining to the cur-

## RECEIPTS.

From—	Balance.	The United States for salaries. <sup>a</sup>	The United States for repairs to buildings.	The United States for industrial department.	The United States for library.	The United States for chemical apparatus.	The United States for grounds.	Special Receipts.
July 1, 1876								
July 1, 1877								
July 1, 1878								
July 1, 1879		\$10,000.00						
July 1, 1880		10,000.00						
July 1, 1881		10,000.00						
July 1, 1882	\$178.56	15,000.00	\$10,000.00					
July 1, 1883	1,082.61	15,000.00						\$5,000.00
July 1, 1884	431.00	18,500.00	4,000.00					
July 1, 1885	48.56	18,500.00	4,000.00		\$2,000.00			\$3,000.00
July 1, 1886	349.97	18,500.00	5,000.00		2,000.00			
July 1, 1887		18,500.00	4,000.00					2,000.00
July 1, 1888	39.76	18,500.00	8,000.00	\$1,500.00				
July 1, 1889	636.82	18,500.00	8,000.00	1,500.00				
July 1, 1890	23.42	20,300.00	2,400.00	4,000.00	1,000.00	\$500.00	\$1,000.00	
July 1, 1891	63.86	24,300.00	2,400.00	4,000.00	1,000.00	500.00	1,000.00	
July 1, 1892	41.86	23,500.00	1,500.00	8,000.00	500.00	800.00	500.00	
July 1, 1893	5.98	23,500.00	1,000.00	3,000.00	300.00	500.00	500.00	4,750.00
July 1, 1894	112.90	28,500.00	1,000.00	3,000.00	1,300.00	200.00	500.00	4,750.00
July 1, 1895	140.11	28,500.00	1,000.00	3,000.00	1,300.00	200.00	500.00	11,925.00
July 1, 1896	11.99	20,300.00	1,000.00	3,000.00	900.00	200.00		2,500.00
July 1, 1897	135.36	20,300.00	1,000.00	3,000.00	900.00	200.00		1,750.00
July 1, 1898	.06	20,300.00	2,000.00	3,000.00	900.00	200.00		1,750.00
July 1, 1899	1,106.41	21,400.00	2,000.00	8,000.00	900.00	200.00		1,750.00
July 1, 1900		21,400.00	2,000.00	3,000.00	900.00	200.00		1,750.00
July 1, 1901	453.45	21,400.00	2,000.00	3,000.00	900.00	200.00		1,750.00
July 1, 1902	833.28	26,230.00	2,000.00	3,451.19	61,252.70	63,230.06		14,800.00
July 1, 1903	2,070.90	23,300.00	2,000.00	3,000.00	900.00	200.00		49,000.00
July 1, 1904	2,130.95	27,800.00	2,000.00	7,000.00	900.00	200.00		64,200.00

## DISBURSEMENTS.

Year commencing—	Salaries.	Repairs.	Incidental expenses.	Fuel and gas.	Insurance.	Debts.	Repairs and replacements.
July 1, 1876	\$8,665.30	\$1,865.61	\$3,433.01	\$770.95	\$378.25	\$6,157.52	
July 1, 1877	11,798.66	1,520.08	2,326.49	451.33	390.42	234.03	
July 1, 1878	13,111.04	1,655.21	540.67	550.24	258.95	4,042.89	
July 1, 1879	16,910.89	1,877.86	1,082.08	453.51	833.90	2,500.00	\$9,000.00
July 1, 1880	17,959.21	3,734.98	1,619.39	498.65	796.50		700.00
July 1, 1881	18,990.73	2,738.36	259.88	736.80	963.00		700.00
July 1, 1882	23,110.08	16,121.92	2,277.84	1,414.18	982.32		700.00
July 1, 1883	24,019.10	2,652.16	2,007.92	1,467.88	615.32	1,000.00	800.00
July 1, 1884	26,405.68	2,471.24	2,417.09	1,263.06	761.41	3,000.00	1,200.00
July 1, 1885	29,478.07	14,128.80	1,334.21	984.45	745.11	8,000.00	
July 1, 1886	33,337.67	5,947.25	2,415.82	1,137.81	884.41	3,000.00	
July 1, 1887	35,643.53	5,912.98	1,625.95	1,138.64	810.89		
July 1, 1888	35,423.19	4,395.77	2,481.16	1,300.67	788.33		
July 1, 1889	36,193.98	5,883.15	3,448.07	1,249.03	884.38		
July 1, 1890	41,844.41	7,792.95	3,374.33	1,387.55	917.73		
July 1, 1891	43,767.72	6,065.24	3,442.56	1,220.65	917.73	1,025.00	
July 1, 1892	45,632.74	3,178.47	2,680.85	1,420.68	912.15	600.00	
July 1, 1893	45,582.51	3,121.85	2,808.27	1,262.92	885.73	645.00	
July 1, 1894	44,260.17	2,564.29	2,043.16	1,363.69	1,066.93		
July 1, 1895	46,246.92	4,464.77	2,468.75	1,414.57	919.73		
July 1, 1896	27,228.33	2,320.25	2,116.79	1,322.76	961.51	1,357.93	
July 1, 1897	27,515.47	1,932.76	2,608.09	1,780.15	938.72		
July 1, 1898	27,030.42	2,074.88	2,194.04	1,303.01	933.71		
July 1, 1899	29,113.51	909.60	2,625.30	1,201.77	963.72		
July 1, 1900	30,302.04	772.97	2,272.57	1,250.23	949.52		
July 1, 1901	30,079.80	496.77	2,398.40	1,389.21	899.36		
July 1, 1902	33,745.04	752.47	2,740.58	2,226.08	954.74		
July 1, 1903	36,025.29	1,121.72	5,609.97	2,989.25	774.30		
July 1, 1904	35,319.66	213.79	6,388.48	2,933.60	796.80		

<sup>a</sup> Not including \$7,200 per annum allowed law department since 1896.

<sup>b</sup> On January 19, 1903, the treasurer's bond was renewed, and all money to our credit at that time from the United States Government, was paid into the Treasury and another warrant issued, accounts for apparent excess in receipts and expenditures.

<sup>c</sup> The sum of \$5,500 was allowed for steam-heating apparatus for Clark and Miner halls; amount was drawn on requisition on several occasions to pay the contractor, only to be covered into the Treasury, as he was much delayed in completing the work.

<sup>d</sup> This amount includes an appropriation of \$2,500 for fuel and \$4,000 for safeguarding our buildings against danger from fire and panic, including additional fire escapes; \$2,000 in urgent deficiency approved February 18, 1904, and \$2,000 in deficiency bill approved April 27, 1904.

expenses of Howard University from July 1, 1876, to June 30, 1903.

RECEIPTS.

Leats.	Income from invested funds.	Donations.	Room rent.	Miscellaneous.	Medical department, fees and tuition.	Law department, fees and tuition.	Loans.	Total.	To—
\$ 286.47	\$4,319.17	\$592.27	\$325.10	\$1,296.68	\$390.00	\$260.00	\$4,700.00	\$17,853.69	June 30, 1877.
599.49	3,866.87	3,125.50	432.65	1,738.46	674.00	.....	.....	15,736.97	June 30, 1878.
585.85	2,675.82	1,830.00	694.65	1,882.08	839.00	170.00	6,338.71	20,907.11	June 30, 1879.
578.16	2,117.76	2,453.01	808.24	1,412.53	1,256.00	202.00	.....	23,127.70	June 30, 1880.
10,16.17	1,957.11	3,779.37	902.40	1,752.05	1,351.00	345.00	.....	28,097.10	June 30, 1881.
584.94	2,069.38	3,978.10	1,002.80	234.09	2,019.00	557.00	.....	25,215.31	June 30, 1882.
75.55	2,051.40	3,184.30	988.50	723.97	2,631.88	1,238.00	4,000.00	45,747.16	June 30, 1883.
784.80	1,941.39	3,086.00	1,086.25	382.26	2,822.00	1,160.00	.....	35,855.11	June 30, 1884.
4583.81	1,791.76	6,693.78	996.22	625.60	3,070.00	1,160.00	.....	42,253.19	June 30, 1885.
4533.81	7,980.69	5,360.32	986.85	209.60	3,388.00	498.00	11,000.00	61,825.83	June 30, 1886.
4714.25	8,899.44	5,402.60	1,061.00	257.53	4,536.00	540.50	.....	51,801.29	June 30, 1887.
5391.15	8,201.47	5,688.31	1,086.00	324.64	6,052.00	600.00	.....	51,845.57	June 30, 1888.
5621.64	8,150.10	5,500.00	933.00	283.04	5,968.00	760.00	.....	48,725.54	June 30, 1889.
5761.53	9,005.85	3,935.34	1,321.50	229.15	6,087.00	882.00	.....	50,679.21	June 30, 1890.
5628.27	10,681.54	3,970.00	1,696.00	391.65	7,042.00	2,194.50	1,000.00	62,003.12	June 30, 1891.
5841.47	9,976.15	4,725.00	1,985.00	345.95	7,619.00	2,854.75	600.00	66,784.88	June 30, 1892.
5986.64	9,634.09	4,600.56	1,527.80	320.89	7,710.00	1,892.00	.....	60,606.39	June 30, 1893.
5953.22	8,943.53	89.00	1,202.00	1,440.15	8,567.00	1,540.00	.....	60,665.93	June 30, 1894.
5967.18	8,492.68	81.00	1,864.50	301.83	6,771.25	1,216.00	.....	57,640.55	June 30, 1895.
5949.20	8,149.35	15.00	1,405.80	325.33	6,808.17	414.88	1,277.90	70,211.30	June 30, 1896.
4706.99	7,797.47	.....	1,513.90	452.77	.....	.....	.....	42,728.25	June 30, 1897.
4961.11	7,200.58	.....	1,483.00	631.00	.....	.....	.....	41,128.38	June 30, 1898.
4957.63	8,454.17	95.00	1,458.50	404.33	.....	.....	.....	42,922.53	June 30, 1899.
4942.90	7,600.56	.....	1,407.00	399.02	.....	.....	.....	42,847.14	June 30, 1900.
4938.96	7,477.99	.....	1,393.50	401.37	.....	.....	.....	43,306.63	June 30, 1901.
4942.85	7,409.99	1,271.71	1,353.50	420.28	.....	.....	.....	43,359.99	June 30, 1902.
4939.92	8,136.94	1,047.20	1,618.50	547.77	.....	.....	.....	64,573.62	June 30, 1903.
4954.44	8,231.13	1,169.06	2,342.00	1,195.12	.....	.....	.....	58,462.65	June 30, 1904.
1,082.50	7,141.13	1,615.50	3,226.10	2,139.98	.....	.....	.....	59,436.46	June 30, 1905.

DISBURSEMENTS.

Industrial department.	Library.	Students' aid.	Grounds.	Apparatus, etc.	Special expenses.	Total.	Year ending—
.....	.....	.....	.....	.....	.....	\$21,270.65	June 30, 1877.
.....	.....	.....	\$1,540.02	.....	.....	18,261.03	June 30, 1878.
.....	.....	.....	.....	.....	.....	20,154.00	June 30, 1879.
.....	.....	.....	.....	.....	.....	23,964.24	June 30, 1880.
.....	.....	.....	.....	.....	.....	25,313.98	June 30, 1881.
.....	.....	.....	.....	.....	.....	23,938.77	June 30, 1882.
.....	.....	.....	.....	.....	.....	44,664.35	June 30, 1883.
.....	.....	.....	.....	.....	\$3,500.00	35,622.38	June 30, 1884.
4959.72	.....	.....	.....	.....	423.33	42,204.63	June 30, 1885.
4970.22	\$2,000.00	\$1,230.00	.....	.....	.....	61,435.86	June 30, 1886.
4975.33	2,000.00	1,200.00	.....	.....	.....	51,301.29	June 30, 1887.
4988.31	322.90	1,200.00	2,013.61	.....	2,000.00	51,805.81	June 30, 1888.
4969.81	460.79	1,200.00	.....	.....	400.00	48,068.72	June 30, 1889.
4980.00	467.18	1,000.00	.....	.....	.....	50,635.79	June 30, 1890.
4988.88	1,843.85	1,200.00	1,439.74	\$499.82	.....	61,939.26	June 30, 1891.
4911.54	1,004.00	.....	1,908.96	500.06	2,646.55	66,740.02	June 30, 1892.
4959.29	504.71	1,200.00	744.57	500.00	.....	60,600.46	June 30, 1893.
4946.65	300.41	1,200.00	901.69	500.00	.....	60,453.03	June 30, 1894.
4946.94	1,300.45	780.00	781.01	200.00	.....	57,500.44	June 30, 1895.
4976.12	1,300.16	780.00	863.51	200.00	8,464.88	70,199.41	June 30, 1896.
4978.03	900.00	780.00	1,846.86	200.00	900.00	42,563.49	June 30, 1897.
4973.69	900.10	.....	1,284.34	200.00	808.00	41,128.32	June 30, 1898.
4978.00	900.00	.....	2,234.39	200.00	1,876.67	41,816.12	June 30, 1899.
4979.51	900.00	.....	2,311.63	200.00	750.00	41,995.07	June 30, 1900.
4977.21	967.35	.....	2,361.59	200.00	750.00	42,853.18	June 30, 1901.
4961.04	.....	.....	2,385.13	200.00	750.00	42,620.71	June 30, 1902.
4949.49	\$1,906.14	.....	2,260.72	323.06	\$14,887.40	62,495.72	June 30, 1903.
4950.21	958.56	.....	2,591.62	200.00	\$2,759.78	56,331.70	June 30, 1904.
4940.00	900.00	.....	2,303.48	200.00	\$3,197.05	59,272.86	June 30, 1905.

\* This amount includes an appropriation of \$2,500 for fuel.

\* This amount \$242.47 was paid from proceeds of shops, and \$60.74 Government account carried over from previous fiscal year.

\* Balance of \$66.56 carried over from previous fiscal year.

\* This amount includes \$2,009.78 for safeguarding our buildings against danger from fire and panic, including additional fire escapes.

\* This amount includes \$1,990.22 for safeguarding our buildings against danger from fire and panic, including additional fire escapes.

SATURDAY, April 28.

## FREEDMEN'S HOSPITAL AND ASYLUM.

STATEMENT OF DR. WILLIAM A. WARFIELD, ACCOMPANIED BY  
MR. JAMES BERRELL.

The CHAIRMAN. What connection have you with the Freedmen's Hospital?

Doctor WARFIELD. Surgeon in charge.

The CHAIRMAN. Do you have charge of the administration of the finances of the institution?

Doctor WARFIELD. Yes; I suppose I do. I have never had anything to do with the disbursing of the funds. I make requisitions and the funds are disbursed at the Department of the Interior.

The CHAIRMAN. You have the general management and responsibility for ordering the purchase of supplies and materials, and so forth, have you?

Doctor WARFIELD. I have.

The CHAIRMAN. Expenditure of appropriations made are made upon your authority?

Doctor WARFIELD. Yes.

The CHAIRMAN. And on requisitions issued by yourself?

Doctor WARFIELD. Yes, sir.

The CHAIRMAN. I see you do not ask for any increase in any of the various items over the current appropriation. Have all these appropriations for the fiscal year ending June 30, 1905, been expended?

Doctor WARFIELD. I think about all. Very few dollars left.

The CHAIRMAN. But what was left was turned back into the Treasury?

Doctor WARFIELD. Yes, sir.

The CHAIRMAN. On page 170 of the bill before you you have an item for completion of the new Freedmen's Hospital buildings, and accessories, equipment thereof, laying out and improving hospital grounds, and for furniture for the hospital and accessories. The amount of the estimate is \$188,944, which is an excess of the limit of cost. Why have you not been able to build your buildings within the limit of cost?

Doctor WARFIELD. I think Mr. Berrell could give you more information on that than I can. These estimates were made at the office of the Secretary of the Interior, and I am not quite familiar with all the details.

The CHAIRMAN. Very well.

Doctor WARFIELD. But it is impossible to build this hospital under the law for the amount of money already appropriated. The law requires us to have 200 beds, and the hospital was started and it is being constructed, giving space for 200 beds, and \$300,000 will not build it. But they are putting up now \$300,000 worth. To equip it, construct the nurses' home, stable, and morgue, and grade the grounds it is estimated that it will cost \$188,944 more.

The CHAIRMAN. You say the buildings will be constructed for \$300,000?

Doctor WARFIELD. Yes; but that does not include the nurses' home.

stable, and morgue, and grading the grounds, which are absolutely necessary.

The CHAIRMAN. Was the nurses' home included in the original limit of cost?

Doctor WARFIELD. I think so.

Mr. TAYLOR. In this previous item we have the words stricken out "Including the purchase of a suitable ambulance and harness, not to exceed \$7,000." There should be some reduction there. The estimate is \$12,000.

The CHAIRMAN. Do you know anything about that, Doctor?

Doctor WARFIELD. Yes; we have the ambulance.

The CHAIRMAN. Then you won't need the \$12,000. What is the value of the ambulance?

Doctor WARFIELD. Seven hundred dollars.

The CHAIRMAN. Do you need any more for the items that precede this paragraph—the purchase of ambulance and harness—than you have for the present year?

Doctor WARFIELD. I don't think we will need any more.

The CHAIRMAN. So that item can be reduced \$700?

Doctor WARFIELD. Yes, sir; there is one thing I hope can be done: we would like to have specified in the names of the officers an assistant clerk and seamstress. That will not increase the appropriation. We have them employed now as laborers, and we would like to have them in the law as assistant clerks and seamstress.

The CHAIRMAN. Will you tell us, Mr. Berrell, whether the nurses' home is included in the original estimate of cost of these buildings?

Mr. BERRELL. So far as I know it was. That was one of the buildings to be provided for in the appropriation. The way the thing was done was this: Competitive plans were asked for from thirty or forty different architects for a nurses' home, and stable and morgue, and all buildings which were to be provided for within the limit of cost. Now, the architects who named the limit of cost over \$300,000 were thrown out by the building committee, and only those considered who said the buildings could be done inside of the appropriation. Out of these one set of plans were selected, specifications were prepared, and bids received; and the lowest bid was about \$416,000, as near as I can recollect.

Mr. TAYLOR. \$389,793.

The CHAIRMAN. Well, did you then go on with the buildings under those plans and specifications, or did you reduce your plans and specifications?

Mr. BERRELL. It was reduced to come within \$375,000. I think it was reduced \$2,300.

The CHAIRMAN. How much construction is now completed?

Mr. BERRELL. To-day there is about 40 per cent completed.

The CHAIRMAN. Are they working now?

Mr. BERRELL. They are working now; yes, sir.

The CHAIRMAN. When did you commence the erection of these buildings?

Mr. BERRELL. We commenced in August, 1905.

The CHAIRMAN. When will they be completed?

Mr. BERRELL. December 31, 1906. I might add that they won't be complete, for, in cutting this down to the amount appropriated,

the heating apparatus had to be cut out—that is, the blower or fan which forces the hot air through the ducts to heat the building. They were cut out, so that when the building is completed under this contract they will not be fit for use.

The CHAIRMAN. How are you going to heat it?

Mr. BERRELL. We can not do it without the blower.

The CHAIRMAN. Why were those cut out?

Mr. BERRELL. That was done under the authority of the Secretary of the Interior.

The CHAIRMAN. What was the idea of cutting out the apparatus that was absolutely essential to the occupancy of the building?

Mr. BERRELL. I really could not tell you. That was done before I became connected with it. I suppose they thought that they could possibly get a future appropriation for that purpose.

The CHAIRMAN. It would enable them to make the cost of the structure that much more.

Mr. BERRELL. Yes, sir.

The CHAIRMAN. What was the amount of that item, do you know?

Mr. BERRELL. Sixteen thousand nine hundred and sixty-five dollars. That covers one extra boiler, piping, ducts, pipe covering, ventilating system, thermostatic regulation, heating coils, etc.

The CHAIRMAN. Is that in the \$188,000?

Mr. BERRELL. Yes, sir.

The CHAIRMAN. How much have you estimated for the equipment of these buildings in this \$188,000?

Mr. BERRELL. That is, taking the plant, fixtures, apparatus, \$64,231.

The CHAIRMAN. How much do you estimate the cost of laying out and improving the hospital grounds will be?

Mr. BERRELL. Seventeen thousand five hundred and eighty dollars.

The CHAIRMAN. How large are the grounds?

Mr. BERRELL. About 11 acres.

The CHAIRMAN. Are you going to lay out the entire eleven acres?

Mr. BERRELL. Well, the idea was to work up the grades from the present surface coincident with the building line, and then lay out the roadways. There will not be very much grading. The principal item in that is for the iron fence to surround the grounds.

The CHAIRMAN. Iron fence to surround the whole thing?

Mr. BERRELL. Yes, sir.

The CHAIRMAN. What do you estimate the iron fence to cost?

Mr. BERRELL. Eleven thousand two hundred dollars.

The CHAIRMAN. Is this land surrounded on all sides by streets?

Mr. BERRELL. Yes, sir; all four sides.

The CHAIRMAN. Are there residences on the opposite side of the streets surrounding the grounds?

Mr. BERRELL. There are on the east and west sides. On the south side is the present Freedmen's Hospital, and on the north side the Howard University grounds, with a street intervening.

The CHAIRMAN. How much do you estimate for furniture for the hospital?

Mr. BERRELL. Thirty-one thousand eight hundred and twenty-seven dollars.

The CHAIRMAN. What are the other items of expenditure? Have you a statement of them there, that it is proposed to make under this appropriation?



Mr. BERRELL. Contingent expenses, allowances for fluctuation in the cost of the buildings, \$5,000; contingencies, \$4,000; architects' fees, \$6,100; superintendence, \$2,500, making a total of \$17,600.

The CHAIRMAN. Are the architects' fees included in the original appropriation?

Mr. BERRELL. They are only paid a percentage on the amount of work contracted for.

The CHAIRMAN. What percentage do you allow them?

Mr. BERRELL. They are allowed 5 per cent for plans and supervision.

Mr. SULLIVAN. I see they are separate, the items of fees and cost of superintendence. Evidently they are not intended as one service.

Mr. BERRELL. The architect's supervision, of course they look out for the building in this way. They have to get out the details, and explain the items in the specifications that may not be understood. And then they visit the building occasionally, and I have to consult them every now and then. That is what their supervision consists of.

Mr. SULLIVAN. New construction \$188,000, and 5 per cent would be \$9,500. This is only \$8,600.

Mr. BERRELL. They would get no percentage on the furniture.

The CHAIRMAN. How do you arrive at these estimates that you have estimated for?

Mr. BERRELL. These were worked up by the architects from the bids submitted and deductions made. The grading was figured by myself.

Mr. SULLIVAN. Was there any original plan made before the estimate was submitted to Congress upon which this \$300,000 appropriation was based?

Mr. BERRELL. So far as I know there was not.

Mr. SULLIVAN. How did Congress make up its mind that \$300,000 was a proper sum?

Mr. BERRELL. I couldn't answer.

The CHAIRMAN. Do you get patients from all over the country?

Doctor WARFIELD. Yes; when they apply.

Mr. TAYLOR. How many beds have you?

Doctor WARFIELD. Two hundred and thirty beds.

The CHAIRMAN. Do you have white and colored patients both?

Doctor WARFIELD. Yes; out of 3,200 last year we had about 500 white.

The CHAIRMAN. Where do your whites come from?

Doctor WARFIELD. All over the country.

The CHAIRMAN. How much is the revenue of the institution?

Doctor WARFIELD. This year \$53,500.

Mr. SULLIVAN. Have you any endowment?

Doctor WARFIELD. No.

Mr. TAYLOR. Any charges?

Doctor WARFIELD. No charges whatever. We do not admit people who are able to pay excepting in emergencies.

Mr. TAYLOR. Why do you take patients from all over the country and treat them here at the expense of the Government of the United States?

Doctor WARFIELD. Well, it is a Government institution, and we are required to do it by the Government. The United States Government pays for it.

Mr. TAYLOR. But these people live in States where they have State institutions to take care of them.

Mr. SULLIVAN. Do you mean that after they get into the District you take them? Do you mean to say that you will have patients shipped over from Maryland?

Doctor WARFIELD. There are very few places in Maryland or any other State where colored people can get treatment that they get in the Freedmen's Hospital, and they came here, this being the only institution where they can get such treatment.

Mr. TAYLOR. Do you pay their transportation?

Doctor WARFIELD. No, sir.

Mr. TAYLOR. No part of that \$53,000 has anything to do with transportation?

Doctor WARFIELD. Not a cent.

Mr. TAYLOR. That is for your corps of surgeons, nurses, and supplies?

Doctor WARFIELD. Yes, sir.

The CHAIRMAN. What process does a citizen of Minnesota, or Alabama, or Massachusetts have to go through to get into the Freedmen's Hospital?

Doctor WARFIELD. Some of them write before they start from home and ask upon what grounds; we reply and tell them that if they are unable to pay for treatment we will receive them.

The CHAIRMAN. Do you accept their statement as final as to whether they are able to pay or not?

Doctor WARFIELD. Yes; I have to do that.

The CHAIRMAN. Do you make any inquiry to ascertain whether or not their statements as to their financial condition are true?

Doctor WARFIELD. Only of the patient or anyone accompanying the patient. We have no other means of finding out.

The CHAIRMAN. Don't you think it is very easy for a person to impose upon the people in charge of the hospital if that is the only inquiry?

Doctor WARFIELD. We have to take their statement as true.

The CHAIRMAN. Then the requirement of not being able to pay is practically useless.

Doctor WARFIELD. It may seem to be a very easy matter for them to impose upon the hospital, but I don't think that is done to any extent.

Mr. TAYLOR. In soldiers' homes they have to have somebody to testify, and then they have to testify themselves.

Doctor WARFIELD. We take them if we think they need treatment.

Mr. TAYLOR. Why don't you require some proof, some evidence of indigency?

Doctor WARFIELD. If they seem to possess any of this world's goods, or if we have any reason to doubt their statement, we refuse.

Mr. TAYLOR. You have refused them?

Doctor WARFIELD. Oh, yes; I think last year we refused about 250.

Mr. TAYLOR. Because of their not being indigent or because you had no room for them?

Doctor WARFIELD. Both. Most people who are able to pay know this is a charitable hospital, and not as many as you would think apply on that account.

The CHAIRMAN. Do you advertise throughout the country?

Doctor WARFIELD. No, we do not.

The CHAIRMAN. You do not advertise the work of the hospital and the conditions upon which people can get in?

Doctor WARFIELD. No, sir.

The CHAIRMAN. Why don't you require them to make affidavit as to their financial condition, as to whether they are entitled to free treatment or not?

Doctor WARFIELD. I suppose we could do that, but we never have.

The CHAIRMAN. I imagine you are imposed on to a greater extent than you have any idea.

Doctor WARFIELD. I don't think we are.

Mr. TAYLOR. You had 3,200 patients. How many surgeons have you there?

Doctor WARFIELD. There are two on the pay roll, a surgeon in chief and his assistant. We have a visiting staff of four surgeons, and we have about fifteen medical men, composed largely of the medical faculty of the Howard University.

Mr. TAYLOR. Are they paid anything?

Doctor WARFIELD. No.

Mr. SULLIVAN. What officer of the United States Government exercises a supervisory power over the construction of this building and the purchase of supplies?

Doctor WARFIELD. The Secretary of the Interior.

Mr. SULLIVAN. Is there any particular officer who looks after it personally?

Doctor WARFIELD. Mr. Berrell.

Mr. BERRELL. My connection is simply with the construction, under this contract, out of the appropriation. I make up the monthly estimates, and then they are countersigned by the architects.

Mr. TAYLOR. Do you hold any public office?

Mr. BERRELL. None other than that. I am appointed by the Secretary of the Interior to that office.

Mr. TAYLOR. What is it?

Mr. BERRELL. The superintendent of construction of the new Freedmen's Hospital.

WASHINGTON, D. C., April 30, 1906.

The CHAIRMAN COMMITTEE ON APPROPRIATIONS.

*House of Representatives, Washington, D. C.*

SIR: I have to request that the following be inserted in my testimony before your committee in relation to an appropriation for the Freedmen's Hospital, Washington, D. C.:

In order that the buildings and equipment asked for may be provided for while construction under the existing contract is in progress, it will be to the best interests of the Government to have the appropriation asked for made immediately available, for the reason that the pipes, wires, conduits, plumbing, and lighting fixtures, etc., should be placed before the plaster and finish is put on. Otherwise the cutting required to install the equipment later will entail additional expense.

Very respectfully,

JAMES BERRELL,  
*Superintendent of Construction.*

# FOREST RESERVES, RESTORATION OF CERTAIN LANDS IN. TO PUBLIC DOMAIN.

DEPARTMENT OF THE INTERIOR,  
WASHINGTON, *May 7, 1906.*

SIR: In a letter of the 30th ultimo to the Department you transmitted a copy of H. R. 14411, entitled "A bill providing a fund from which payment may be made by the Secretary of the Interior for advertising the restoration to the public domain of lands in forest reserves, or of lands temporarily withdrawn for forest-reserve purposes," with the request that I advise you whether, in my judgment, said bill should be enacted.

In answer I inclose copy of a report on said bill by the Commissioner of the General Land Office, dated the 3d instant, in which he recommends that a favorable report be made thereon.

Concurring in the report of the Commissioner, I have the honor to recommend that said bill be enacted into law.

Very respectfully,

E. A. HITCHCOCK,  
*Secretary.*

The CHAIRMAN COMMITTEE ON APPROPRIATIONS,  
*House of Representatives.*

DEPARTMENT OF THE INTERIOR,  
GENERAL LAND OFFICE,  
Washington, D. C., *May 8, 1906.*

SIR: On May 2, 1906, Thomas Ryan, Acting Secretary, referred to this Office, for immediate report thereon in duplicate with recommendation and return of papers, H. R. 14411, entitled "A bill providing a fund from which payment may be made by the Secretary of the Interior for advertising the restoration to the public domain of lands in forest reserves, or of lands temporarily withdrawn for forest-reserve purposes."

The bill provides as follows:

*"Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the sum of five thousand dollars, or so much thereof as may be necessary, during the fiscal year ending June thirtieth, nineteen hundred and seven, be, and the same is hereby, appropriated to enable the Secretary of the Interior to meet the expenses of advertising the restoration to the public domain of lands in forest reserves, or of lands temporarily withdrawn for forest-reserve purposes."

In response, I have the honor to report that the bill in question was drafted in this Office and transmitted to the Department with my letter of January 22, 1906, recommending that the same may be enacted into law, inasmuch as it is the duty of the Secretary of the Interior to " \* \* \* authorize the publication of notices for the restoration to the public domain of lands in forest reserves, or of lands temporarily withdrawn for forest-reserve purposes \* \* \* it would appear that much labor would be saved if the fund from which the advertisements are payable were placed under the direction of the Secretary of the Interior."

The necessity for the enactment of such legislation is no less urgent now than when the bill was framed, and I therefore return the papers, renewing my recommendation of January 22, 1906.

Very respectfully,

W. A. RICHARDS,  
*Commissioner.*

The SECRETARY OF THE INTERIOR.

TUESDAY, *May 1, 1906.*

## ARMORIES AND ARSENALS.

STATEMENT OF BRIG. GEN. WILLIAM CROZIER, CHIEF OF  
ORDNANCE, U. S. ARMY.

## REPAIRS OF ARSENALS.

(See also page 836.)

The CHAIRMAN. General Crozier, the first item in the bill under your department is on page 171, for one stable at Benicia Arsenal, Cal., \$10,000. But before we go into that, please turn to page 185. I think possibly we can save some time here. At the bottom of page 185 there is an item "Repairs of arsenals," \$125,000. That is a general appropriation for the repair of all arsenals. I observe in the preceding pages here that you have specific estimates for different arsenals. Will you indicate to the committee which of these are demanded imperatively—demanded by the service—which can not be provided for and taken care of under the general item?

General CROZIER. There are none of those for which I submit special estimates that can be taken up under this general item for repairs and improvements of arsenals. That sum is one which is very difficult to estimate in advance. It is for small matters that are difficult to foresee and are difficult even sometimes to classify, and the amount which is estimated for them now is very largely the result of experience. It is the sum which has been found necessary to keep the arsenals in proper condition of repair and preservation, and in a state such as it is necessary for them to be in to do their work.

The CHAIRMAN. If you will notice, at the bottom of page 185, that language is very broad and general. It would seem to include authorization for making almost any repairs or any improvements on any arsenal or at any powder depot, and, in addition to that, authorization to meet unforeseen expenditures, such as accidents or other contingencies during the year, that are necessary.

General CROZIER. Yes; that is a fact. It is very broad. It would allow us to do almost anything of the kind that is mentioned in the special items that precede it. The reason for that is that I have not been able to find anybody who could foresee the things that he ought, perhaps, to foresee, or who could foresee the things in regard to which he would not have to apologize for not foreseeing.

The CHAIRMAN. You have knowledge, for example, of a number of repairs that are necessary at these different arsenals to the extent of being able to estimate for them specifically?

General CROZIER. Yes, sir.

The CHAIRMAN. To what extent could those items be provided for in this general provision? Could not practically all of them be provided for in this general provision? Take, for example, the powder depot in Dover, N. J. You estimate for general storehouse, for machinery, for new shops, for increase of present water power. Could not all of those items be appropriated for under this general language on the bottom of page 185?

General CROZIER. Yes, sir; I think they could, if the amount were made sufficient. That is, all those individual items could be crossed out, and if the amount estimated for them were added to this \$125,000, I think it could be done.

The reason for being specific to this extent is to limit the amount which is left discretionary, and to give to the committee and to Congress a more accurate idea of the specific objects for which this money is expended. The most of the items could be taken care of perfectly well by a general appropriation if it were made sufficiently large. Some of them are for buildings; at least sometimes there are estimates made for buildings. For instance, I have a special estimate before you for a machine shop at the Sandy Hook proving grounds, for which I have asked \$150,000. That is too large an amount to be taken care of by a general appropriation, because I think there is a law which prohibits the erection of a building costing more than \$20,000 without specific authority from Congress.

Mr. SMITH. Under this main item on page 185 you could erect a new building up to the limit of \$20,000?

General CROZIER. I think so, if I understand the law. I sometimes put up small accessory buildings out of this, but I have not erected any such building as that. But up to that limit I think it could be used. In the operation of a large department there are, of course, certain expenditures which it is impossible to foresee, which are in the nature of contingencies. But I have endeavored to keep their amount as small as possible, and to estimate specifically where I could foresee what is required. As one illustration of what this item is intended to carry, I have had some damage done by the earthquake at Benicia Arsenal, near San Francisco, but I propose to take care of it out of the general fund available for the present fiscal year.

#### NUMBER AND LOCATION OF ARMORIES AND ARSENALS.

The CHAIRMAN. How many arsenals and powder depots have you under your jurisdiction, General?

General CROZIER. I think in the United States there are nine. I can mention them if you care to hear them. Commencing in the northeastern section of the country, in New England, there is the Watertown Arsenal, at Watertown, a suburb of Boston, Mass. Next is the Springfield Armory, which is at Springfield, Mass. Next there comes the Watervliet Arsenal, which is just above Albany, in New York. Next there comes the Sandy Hook Proving Ground, at Sandy Hook, N. J. Next there comes the powder depot near Dover, N. J. Then comes the Frankford Arsenal, which is at Philadelphia, Pa. Then comes the Augusta Arsenal, which is in Georgia. Then there is the Rock Island Arsenal, which is in the Mississippi River on Rock Island, in Illinois. Then the San Antonio Arsenal, in Texas. Then the Benicia Arsenal, in California.

The only one I have which is out of the United States is the Manila Ordnance Depot, in the Philippines.

The CHAIRMAN. If the committee should grant or allow the items specifically estimated for at these different arsenals, namely, Watertown, Watervliet, etc., and the powder depot at Dover, N. J., and the ordnance depot in the Philippines, and the amount under this general item at the bottom of page 185, which is \$125,000, could this latter

amount, which you have had for the last three years for repairs of arsenals, be reduced?

General CROZIER. No, sir. On the contrary, I am going to ask you to increase it, Mr. Chairman, for reasons which I will explain. That is always a very "poor" appropriation. It with difficulty accomplishes its objects. These establishments, some of them, are not kept up as they should be kept up. They have a tendency to deteriorate.

There is another reason for which I am going to ask you to increase that amount. If you care to finish with that item while we are on it now, I will go ahead with it.

The CHAIRMAN. No; I think we had better commence at the beginning and go through straight, and get your statement in regard to each of these items.

General CROZIER. In regard to the general subject of these items which are estimated for under this bill, I will say that I first got from the different commanding officers an estimate for each one of the objects, for which they think appropriations should be made in the coming year. These have been sent in as usual for this year, and they represent what the commanding officers of those establishments consider would be judicious expenditures for the efficiency of the establishments. I have taken these estimates and have pruned them. I do not think I have in any case added to them; I do not remember that I have. I think in all cases where I have changed them I have cut them down, and the amounts which have been presented to you in the estimates, which came before you regularly in the first place, and in the supplemental estimates which followed, represent a reduction of 68 per cent in the estimates as they were submitted to me, so that you will see that they have gone through a very severe pruning process before they reached Congress.

The CHAIRMAN. You say these estimates were submitted by the different commanding officers at these different arsenals and posts?

General CROZIER. Yes, sir.

The CHAIRMAN. What details do they furnish you to enable you to ascertain the correctness of their judgment as to the amounts needed to make the repairs and as to the necessity of the repairs?

General CROZIER. They furnish me with very much the same kind of arguments as are here printed in the bill which you have here for your use and from which I have sometimes made transcripts, giving their reasons, which refer to items which I had considered it proper to include in my own estimates.

The CHAIRMAN. The reason I ask you is to ascertain whether we are getting the judgment of the commanding officer at this particular place and at that particular place, confirmed by you, or whether you get the estimates on the details showing the necessity for the repairs, and consequently the reasonableness of the estimates as to the cost of the repairs.

General CROZIER. You are getting my revision of the commanding officers' estimates, based upon my personal knowledge of the locality, because I am familiar with all these places. I visit them all every year, and I talk over these things with the commanding officers shortly before the estimates are submitted to you. I usually make my visits of inspection shortly after the commencement of the new fiscal year. They make their estimates toward the close of the preceding fiscal year. I require them to make to me personally an explanation of all the estimates they intend to submit.

## BENICIA ARSENAL, BENICIA, CAL.

The CHAIRMAN. Have you anything in addition to the note accompanying the first item on page 171, showing the necessity of this stable at Benicia Arsenal, Cal., and its cost at \$10,000?

General CROZIER. No, sir. That pretty nearly speaks for itself. I will call your attention to the fact simply that the estimate is reasonable in amount. You could scarcely build any stable that would cost less than \$10,000 for an establishment of the size of Benicia Arsenal.

This matter has been before the committee several times. I do not think the committee has ever reached the conclusion that the expenditure was not one that should be made, but when it has gone out from the bill in the process of consideration it has been simply to reduce the amount of the bill, with the idea that at some future time circumstances would be such that the amount here asked for could be appropriated.

The CHAIRMAN. Can you inform us whether the arsenal has been affected in any way by the earthquake?

General CROZIER. A good many of the buildings out there have been slightly damaged. The apparent damages, as I said a moment ago, I am going to repair from my general fund, and as to whether or not the other damages will be such as to produce a permanent effect on the building, it is too soon to be apparent, and therefore I am not submitting any estimates. I have no estimates in the special bill which has come down from the War Department for making good the damages done by that earthquake, because thus far I have not sufficient reason to suppose that the damages will grow any worse than they are at the present time to justify me in making any estimate, so that I am not making any.

## FRANKFORD ARSENAL, PHILADELPHIA, PA.

The CHAIRMAN. On page 172 you have a new item, "For reserve power consisting of one boiler and one engine and one generator of about 250 kilowatts capacity, fully equipped, \$19,000." That is at the Frankford Arsenal, Philadelphia.

General CROZIER. Yes, sir. Frankford Arsenal is the one whose principal manufacture is the small-arms ammunition used by the Army, the Navy, the Marine Corps, and the National Guard. We also manufacture field-artillery ammunition there for small calibers in general, and we manufacture sights and instruments for fire control.

The CHAIRMAN. Have you any reserve power there now?

General CROZIER. No, sir.

The CHAIRMAN. You are using the power to its full capacity?

General CROZIER. Yes, to its full limit; and you must understand that that is not a comfortable situation for any manufacturing establishment to be in. The effort has been made to get some kind of arrangement with parties outside of the arsenal grounds for furnishing us power in case we should need it, in the case of a breakdown of any of our own elements of power. But you see by this note the very disadvantageous terms which are offered us, and which are the best we are able to get. It would cost us \$3,000 a year simply to have these people hold themselves in readiness to give us the power if we should want it, whether we should take any of it or not; and if we should



take any of it it would cost us a considerable sum per month—\$2,000 a month in addition, if we should take this 250 kilowatts.

Mr. SMITH. You had an estimate for installation of plant in your original estimate? Did you not have an additional estimate for installation at the Frankford Arsenal in the fortification bill? What I was trying to get at was, you had such an estimate and you did not get that?

General CROZIER. Yes; I asked for something to increase the capacity of the shrapnel plant in the fortification bill, the field artillery ammunition plant.

Mr. SMITH. What I was trying to get at was whether this had any connection with what you hoped to get and did not get in the fortification bill?

General CROZIER. No; we have no reserve power. This is a large establishment, where we are employing 1,500 men. We are using the power right up to its limit, so that if a boiler or engine should break down we would be to that extent without power. There is no reserve.

Mr. SMITH. I understood that; but I also meant to inquire whether the amount of this appropriation was intended to cover the additional amount you hoped to get on the fortification bill?

General CROZIER. That addition to the equipment was so small a fraction of the total equipment at Frankford that it would not make any difference.

Mr. SMITH. The fact that the additional equipment was not furnished would not make any difference in this item?

General CROZIER. No, sir.

The CHAIRMAN. How frequently, if at all, have you been obliged to suspend operations at this arsenal on account of a breakdown?

General CROZIER. Not at all, fortunately, thus far. The plant is new. Since the Spanish war the capacity of the arsenal has been very considerably increased, and the power plant has been practically made over new.

The CHAIRMAN. How many boilers have you there now?

General CROZIER. That I could not tell you. I think there are 4. There are 4 or 6. There is a bank of them.

The CHAIRMAN. What is the horsepower of these boilers, do you know?

General CROZIER. I suppose they are about 500 horsepower.

The CHAIRMAN. Combined horsepower?

General CROZIER. Yes.

The CHAIRMAN. Do you know whether you are using all these boilers all the time in connection with the operation of the plant?

General CROZIER. One of these boilers, I think, is usually out of commission in the summer time. In the winter time we use them all, as we have to use them for heat as well as for power and light; but not having necessity for heat in the summer time we put one of them out of commission during that season.

The CHAIRMAN. What accident could happen ordinarily, either to a boiler or to the engine, that would necessitate your shutting down more than twenty-four hours to repair them?

General CROZIER. We might burn out some bottom plates of one of the boilers—

The CHAIRMAN. Not if you had a good engineer in charge—

General CROZIER. And then we might find it necessary to put in a new plate or a row or two of tubes. That might not take more than twenty-four hours, but it could easily happen. The engine might break a connecting rod and we would probably have to make a new one. We have there installed one turbine engine, a new one. That is almost too new to tell what its sicknesses are likely to be, but it is reasonable to anticipate, I think, that it will not escape them.

The CHAIRMAN. Your plant is not entirely connected with one engine?

General CROZIER. No, sir; we have three engines there. Only one is a turbine engine.

The CHAIRMAN. So that if an accident should happen to one you could still operate the others, and need not shut down the whole plant?

General CROZIER. No; unless it should be to some part of the main steam pipe, where they all come together. If that should happen to be affected it might affect all of them. But still I should dislike very much to shut down any considerable portion of the plant, even for twenty-four hours, because, although we would lay off our force of per diem employees for that day, all our fixed charges would go on; the clerical force and the foremen and superintendent—all the class of people who are employed usually by the month—would continue to draw pay, and that portion of their pay would be wasted.

Mr. BROWNLOW. How many generators have you there?

General CROZIER. There is one for each engine—three.

Mr. BROWNLOW. Would one generator carry the necessary power for running the whole establishment?

General CROZIER. No, sir; it would not.

Mr. BROWNLOW. So that the generator you want is simply a reserve in case of accident to either of the other generators?

General CROZIER. Yes.

The CHAIRMAN. You do not run at night, do you?

General CROZIER. Sometimes we run at night, but we try to avoid that. At the present time I do not think there is any part of the plant running at night.

Mr. SULLIVAN. Is there any other Government establishment that you know of in a similar predicament?

General CROZIER. Watervleit Arsenal has a reserve power plant which is not in very good condition, but it could still be used. The Sandy Hook proving ground is just at present almost without a machine shop, because of recently having lost its own; but up to that time it had a reserve.

The CHAIRMAN. This is not necessary to the operation of the plant except in the event of such an accident as would necessitate the shutting down of your plant for several days?

General CROZIER. That is the whole object of it.

The CHAIRMAN. And if one engine should break down, you would still have the other to operate with and make the necessary repairs?

General CROZIER. Yes, but a reserve of this kind is wanted, and it is one which I think all private establishments of any magnitude would consider it unjustifiable to be without.

The CHAIRMAN. My knowledge is not in accordance with that statement, General. I am acquainted with a good many private enterprises having large plants.

General CROZIER. Do you not find, Mr. Chairman, that the large ones, the considerable ones, always have a reserve of power?

The CHAIRMAN. The larger ones do, but a plant employing only 1,500 men does not usually have them. They do not need it because accidents to engines are not usually of such a character as to cause any considerable delay in their repairs. Of course if a boiler, through the neglect of a fireman or engineer, should explode and the fire plate burn out, they would have to shut down long enough to put in a new plate or new boilers; but the boilers are usually so arranged and connected that they could be readily disconnected, and the rest of the plant could go on.

General CROZIER. An effort is always made to do that of course, and I think we have made those arrangements as carefully at the Frankford Arsenal as you will find them made anywhere.

The CHAIRMAN. In other words, I imagine your plant was constructed as almost all plants of this character owned and operated by private parties; that is, the engines can be operated in connection with each other or independently?

General CROZIER. Yes; I think this plant is well installed in that respect. We have provided for accidents as well as we can.

### ROCK ISLAND ARSENAL, ROCK ISLAND, ILL.

The CHAIRMAN. The next item is Rock Island Arsenal. I see you have made no estimate for maintenance, etc., of power plant this year.

#### MAINTENANCE AND OPERATION OF POWER PLANT.

General CROZIER. I have made a special estimate for the maintenance and operation of the power plant of the same amount as was appropriated last year for the purpose, \$12,500.

Perhaps I ought to explain a little, if the committee is interested in hearing, what kind of a power plant we have out there and the condition under which we use it. It is water power, which generates electric current that is transmitted to the different buildings of the arsenal and used as such. The water power originally belonged to a private company, but in the year 1866, when the Government took over the whole of Rock Island for arsenal purposes and bought out the private owners, it paid all of them a money consideration except this water-power company—the Moline Water Power Company—and with them an arrangement was made to the effect that the Government should take over the ownership of this water power, should develop it at its own expense, and should grant the company the free use in perpetuity of one-quarter of the water power that should be developed and the right to rent additional water power in such quantity as the Secretary of War might deem it expedient to be rented.

Under these terms the Government has developed the power, and the private company is now using its one-quarter, so that we have to maintain this power, maintain the dams and the tailrace, and all that which properly pertains to the water power as distinguished from the generating machinery, both for the Government and the private people.

The CHAIRMAN. Why is there this delay, General, in sending in this estimate, if that is the fact?

General CROZIER. Under the law I have the right to rent water power or electric power which is not needed by the Government, and there is a surplus. I had hoped that that surplus would be sufficient and that the amount which I would realize from the renting of it

would be sufficient to operate this plant during the coming fiscal year without an appropriation.

But the party to whom I might have rented it and myself have not agreed upon such a price that they have found it advantageous to take any of it, so that I have sold but an insignificant amount, although I have a contract with the price fixed. Thus far the demand for it has not been sufficient to compel its use. In other words, it has not been necessary to draw on it. I think it will be in the future.

The CHAIRMAN. You think \$7,500 will be necessary for that purpose?

General CROZIER. No; \$12,500, which is the amount that has been appropriated for the current fiscal year.

The CHAIRMAN. The first item you omit entirely?

General CROZIER. I hope to be able during this coming year to realize something from the rented power there. I hope that the consumers will need it and that I can rent it. We have it for rent. In that case I will not need all this appropriation.

#### GENERAL CARE, PRESERVATION, AND IMPROVEMENTS.

The CHAIRMAN. Under the item there in the middle of this page, General, page 173, for general care and improvements, has the appropriation of \$10,000 been expended?

General CROZIER. Yes, sir, and more. That is not sufficient for its purpose.

The CHAIRMAN. Where do you get the additional amount from?

General CROZIER. That is something that has been troubling me and a thing in which I want to make a change. I have been dissatisfied as to the way in which the necessary expenditures out there have been made. There has been taken from the appropriations for manufacturing—as is always done—a percentage for what is known as general expenses, which go to the payment of foremen who supervise different jobs of work, and superintendence, and for the payment of laboring gangs about the establishment, and so forth; and that general expense fund has been used for caring for the establishment in a way that I do not think should be necessary. I do not think it ought to be done.

At the same time the roadways have to be kept in such a condition that the material can be hauled to and from the shops. The different streets and roads about the buildings have to be watered to keep them from blowing away and to keep the dust from blowing in and injuring the machinery, and the various items of that kind have to be met, and there have been no special funds to meet them. They should come under this appropriation, and they ought to be no longer charged under the manufacturing appropriations. Therefore I asked the Military Committee of the House of Representatives to reduce the appropriation for "Ordnance Stores and Supplies," which is one of the most general appropriations expended at Rock Island Arsenal, by \$15,000, intending to ask this committee to add that \$15,000 to this \$10,000 carried in this item, making it \$25,000. Then I will be able to take care of the external part of this establishment out of the appropriation made for the purpose, and the sum total of the appropriations will be no greater. I therefore ask you to increase that item by \$15,000, making it \$25,000 altogether.

The CHAIRMAN. What did the Committee on Military Affairs do with your proposition? Did they drop it, or did they include it?

General CROZIER. They dropped it. They reduced this appropriation by \$15,000, as I asked, and instead of making the appropriation \$1,200,000 the Military Committee recommended it at \$1,185,000. That was again changed in the House of Representatives, for a reason which I will come to later. I will cover it, I think, so that the committee will understand it, when I get to it, and will explain how the change was made.

The CHAIRMAN. As I understand you, the purpose you had in view in recommending this change was better administration and expenditure in the doing of this work at the arsenal under this heading?

General CROZIER. Yes, sir. I wished to avoid a tendency to use a general fund for a slush fund. I wished to be more particular and exact in the bookkeeping, and therefore I wanted to have these grounds taken care of out of funds specifically given for the purpose.

With reference to the amount of it, I can say it includes, for one thing, repairs of officers' quarters, and the amount that I have estimated for that purpose is something like three-fourths of 1 per cent of the cost of these quarters. I have also included the repairs and improvements of the enlisted men's quarters, and the guardhouse and hospital and stables; and the amount I have asked for that is about one half of 1 per cent of the cost of these buildings. I have also included repairs of the storehouses and magazines, and such things as that, which are not subject to hard usage, and there I have brought the amount estimated down to one-tenth of 1 per cent of the cost of those buildings. For the shop buildings, which are subject to harder use than the storehouses, I have made the amount one-fifth of 1 per cent of the cost.

#### RAILROAD.

I have a railroad there which connects the post with the railroad systems of the country. It is of considerable length. It needs some improvements. The rails are too light. They run heavier cars over them than they used to, and the ties are old. I have estimated \$800 for that.

Mr. SULLIVAN. Under what item would the repair of that railroad come in here?

General CROZIER. It is in the \$10,000 for the care and preservation and general improvements.

Mr. SULLIVAN. What term in this paragraph would describe that?

General CROZIER. General care and preservation. It is the preservation of this railroad.

Mr. SMITH. This is general care and preservation of permanent buildings.

General CROZIER. This is one of the items.

The CHAIRMAN. That is part of the arsenal?

General CROZIER. Yes.

Mr. SULLIVAN. You include the railroad as part of the arsenal?

General CROZIER. Yes, sir; it is a very general thing. It is used for all the purposes of the arsenal.

Mr. SULLIVAN. It is not within the building, of course? It is outside?

General CROZIER. Yes. It is a couple of miles long.

The CHAIRMAN. It is a necessary part of the equipment; essential to the use and operation of the arsenal?

General CROZIER. Yes, sir.

Mr. TAYLOR. It is part of the real equipment of the arsenal?

General CROZIER. Yes, sir. All our supplies come in over this railroad; all our steel and iron and leather.

Mr. TAYLOR. You have found no difficulty with the Comptroller concerning it?

General CROZIER. No, sir. It is quite proper to designate it under this wording.

#### REPAIR OF ROADS.

I have also included \$3,500 for the repair and maintenance of roads, from this \$25,000. There are about 22 miles of roads on the arsenal.

The CHAIRMAN. They are included in this item of \$25,000?

General CROZIER. Yes, sir.

The CHAIRMAN. How many miles of roads did you say?

General CROZIER. Twenty-two miles. Some 6 miles of these roads are macadamized. They constitute the main road of the arsenal, which is in constant use for the business purposes of the arsenal. Then a few miles are branch roads that run around the different buildings and are necessary in bringing supplies to and from them. But I should say pretty near half of this mileage is a cheaper style of road—a cinder road. It comprises several roads running about over the arsenal which are used for driving. The arsenal furnishes a kind of park to the three cities of Davenport, Rock Island, and Moline, and the citizens use it a great deal for driving about.

The CHAIRMAN. Which of these several items which you have included in the \$25,000 is the most essential and is the most intimately connected with the use and operation of the arsenal?

General CROZIER. I should say that all of them, until the one I have just mentioned, are really essential.

The CHAIRMAN. What do you estimate for the road?

General CROZIER. Three thousand five hundred dollars for taking care of these roads for the year.

The CHAIRMAN. Your estimate for all the other items is essential at this time for repairs?

General CROZIER. Yes. A considerable portion of this item also is essential, but if you consider that these roads should be closed up and the public not allowed to use them, then this particular portion of the item could be reduced.

The CHAIRMAN. Are the roads in such a condition that if they are not repaired they can not be used?

General CROZIER. They need constant repairs. Cinders are carried out from the boilers in the winter season and spread over the roads, and in the spring the roads are worked over with these cinders. Unless that is done they speedily become unusable, and they should not be allowed to be used. They are appreciated by the people out there, but I can not say that all this road mileage is essential for the operation of the arsenal.

#### QUARTERS FOR HOSPITAL STEWARD AND QUARTERMASTER-SERGEANT.

The CHAIRMAN. The next item estimated is on top of page 174, for two sets of quarters, for the hospital steward and the quartermaster-sergeant, \$12,675. Does this include the temporary hospital that the Member of Congress from that district is interested in?

General CROZIER. No, sir; it does not. For several years I have estimated for a new hospital for Rock Island Arsenal. My estimate is \$22,500 for such a hospital as that. The committee, however, seemed disinclined to give it. The hospital that we have there is practically unusable. It is a frame building that was put up during the civil war, built out of green lumber, and it leaks, and it is not worth repairing. The use of it must cease. As I have not been able to get a new hospital building to replace it, I have finally concluded to attempt another policy and see if I could not make an arrangement with one of the neighboring cities to take care of such of the enlisted men as should need hospital treatment in their hospitals, and instead of erecting this hospital at the post, to put up a set of quarters for the hospital steward, with a surgeon's office included, and a dispensary, and some place where emergency treatment could be given, but not comprising a ward where people could be put to bed.

The CHAIRMAN. Have you occasion to use a hospital there; or, in other words, do the hospitals in the adjoining cities accommodate all the men who need treatment for disease, or, perhaps, personal injury? What you need there, as I understand it, is an emergency hospital in case of accidents, where persons injured can receive immediate treatment. Could you give such patients as that the necessary treatment in the quarters here to be provided for the hospital steward?

General CROZIER. Yes, sir. We could give that kind of treatment.

The CHAIRMAN. How many would you be able to accommodate there?

General CROZIER. I could not accommodate anybody overnight. It would not contain any living rooms at all except for the steward and his family. There would be no beds for patients.

We have not been able at other military posts to take care of patients at neighboring cities. But the committee had not seemed inclined to give this hospital, and this proposition now made is entirely new in the military service. All the posts in the Army have hospitals, and this would be the only case where this plan was attempted. I have been driven to it by the necessity of doing something.

The CHAIRMAN. You have no other accommodations? The old hospital there now is not fit for occupancy?

General CROZIER. No, sir; it is not fit for occupancy. I consider it my duty to provide in a different way for taking care of these men. The method at all other posts would be to have a hospital, for which I have asked several times.

The CHAIRMAN. How many enlisted men do you have there, General?

General CROZIER. About 100 is the strength of the garrison.

The CHAIRMAN. How many men have you employed there in the arsenal?

General CROZIER. Just at present we have about 1,800 men.

Mr. SULLIVAN. What does this note mean, then; it says 5,000 men?

General CROZIER. Where is that?

Mr. SULLIVAN. On page 174, under this item.

General CROZIER. That is a misprint.

The CHAIRMAN. It says there are 5,000 employees at the Rock Island Arsenal and 100 enlisted men.

General CROZIER. I do not think I have sent the estimate in this way.

Mr. SMITH. You have equipment there for 12,000, according to your planning, have you not?

General CROZIER. That is a misprint of some kind. At the time this estimate was submitted I had there about 2,500 men, and that number has been reduced to 1,800. I have never had 5,000 employees.

The CHAIRMAN. The employees are not entitled to treatment at the hospital?

General CROZIER. Yes; they are entitled to treatment until such time as they can be removed to other places. They are not entitled to permanent treatment there. I am, in fact, giving them emergency treatment all the time. The surgeon is being continually called upon to treat people for the effects of accidents which happen in a large manufacturing establishment of this kind. Such accidents are continually occurring.

The CHAIRMAN. You estimate that such a building as would be used as an emergency hospital for the treatment of employees would cost about \$8,175?

General CROZIER. Yes; including hospital steward's quarters. That building would be his quarters, and would include the surgeon's office and dispensary, and perhaps a room where there would be an operating table, or something of the sort. A proper hospital, which would include also a hospital steward's quarters, would cost \$22,500.

#### RENT OF ELECTRIC POWER.

The CHAIRMAN. I am curious to know what was the explanation of this failure of revenue from rent of power. In this report you state that the delay in making the estimate was due to the fact that you expected the power company would take a sufficient quantity of electricity to furnish you with this amount, \$12,500, whereas they have taken only \$19 worth.

General CROZIER. Yes, sir.

Mr. SULLIVAN. Do I understand that this company was the owner of the plant which you have taken over?

General CROZIER. Yes; thirty or forty years ago.

Mr. SULLIVAN. And as a part of the contract they agreed to take power?

General CROZIER. No; they did not agree to take it, but we agreed to let them have it, such additional water power as the Secretary of War might deem it expedient to rent at a specified rate. They have not taken any. But I think we could convert this into electric power with our plant and rent it when we did not need it. I could rent enough to give us a considerable revenue, and use it for the operation of the plant. We have agreed upon a price of 1 cent a kilowatt hour, but either that price has proved too high or their demands were not sufficient to call for it.

Mr. SULLIVAN. You are ready to furnish it to them?

General CROZIER. Yes; and I shall try to get some revenue to the Government during this coming year.

Mr. SULLIVAN. Did any representative of the company offer to take such a large amount as \$12,500 worth a year?

General CROZIER. I have had tentative statements made to the effect that the demand was growing all the time, and that it would amount to that after a while. A change of ownership in the Electric Power Company has taken place, and the people who have sold out have stated that the business was growing all the time, and they believed



there would be such a demand upon the arsenal. Of course that is all more or less tentative. I hope there will be. We have it to spare.

#### CONSTRUCTION OF STABLE.

The CHAIRMAN. We will now take up the item, General, for stable—\$18,000.

General CROZIER. That stable was also one of the relics of the civil war, made out of green lumber, and used during the time when the island was a prison.

The CHAIRMAN. How many horses do you have to take care of, General?

General CROZIER. I think altogether of public horses there are about a dozen, and then there are six or seven officers, each one of whom is entitled to stabling for his horse. It is a country locality, so that most of the officers have horses. This particular stable that we wanted to replace has burned down.

The CHAIRMAN. You have no stables at all, then?

General CROZIER. I have a wooden structure, which is a sort of shed, where the horses are being taken care of, but it is entirely inadequate for the purpose. It is not the kind of place that horses ought to be kept in.

The CHAIRMAN. What is the size of a place for which \$18,000 would be necessary?

General CROZIER. I have not had the plans made. I did not care to have any money expended on the plans unless we could have the stable. I am satisfied that that amount would build a proper stable.

The CHAIRMAN. You want, then, a stable that will accommodate about eighteen or twenty horses?

General CROZIER. Yes, sir.

#### INCREASE OF WATER SUPPLY FOR FIRE PROTECTION.

The CHAIRMAN. The next item is "For increase of water supply for fire protection by the enlargement of the present pump house, including extra machinery, \$18,692."

General CROZIER. That is pretty well explained by the note which follows the item. I will say in addition that pretty much the only thing we can state on the subject of fires is that we do have them. They will occur. We have had two destructive fires at Rock Island Arsenal since I have been Chief of Ordnance. The means of extinguishing fire are not what they should be. There is a fire engine at the arsenal, but, of course, we can not afford to keep men constantly with it and keep the steam up and keep horses there, as they do in the fire departments of cities, so that it always takes some time to get the engine at work. There is no engine in any of the three cities near by, because they depend upon pressure in the mains.

The CHAIRMAN. There is no engine in any one of the three cities, and they depend entirely upon pressure?

General CROZIER. Yes, sir.

The CHAIRMAN. Is their water supply for fire purposes accessible to the Government?

General CROZIER. No, sir; it is not. It is 2 miles to the nearest city, across a stream.

The CHAIRMAN. What fire apparatus have you at Rock Island Arsenal?

General CROZIER. We have tanks on some of the taller buildings, where we have a moderate pressure, but it does not give sufficient power to reach up to the second story for protection purposes, and we have a steam fire engine, which we have to rely on to throw streams of water. We keep water constantly in the boiler, but I can not keep the horses and men there all the time, so that it takes from fifteen to twenty minutes to get a stream on a fire. That is the best we could do in two cases of fire that have occurred in recent years.

The CHAIRMAN. What is the value of the property owned by the Government there?

General CROZIER. It cost about \$10,000,000, including everything.

The CHAIRMAN. And the facilities for extinguishing fire are not, in your judgment, equal to the necessity.

General CROZIER. Not by any means. The first one of these fires of which I spoke, which occurred about four years ago, destroyed about \$2,000,000 worth of property. When I speak of the cost of this establishment being \$10,000,000, I mean the real estate only—the buildings and improvements to the grounds. That does not include the property which is there for storage—ammunition and equipments, and saddles and blankets, and small arms and artillery, and so forth, which aggregate a large sum.

Mr. TAYLOR. How much land is there connected with this, General?

General CROZIER. The island is about 3 miles long and half a mile wide, Mr. Taylor.

Mr. TAYLOR. How does it rank among the arsenals?

General CROZIER. It is the largest and the most important.

Mr. TAYLOR. You have water everywhere around you, but still they have not sufficient command of it as to have it available for fire?

General CROZIER. Exactly. The power we have available in operating these pumps is electric power, and the facility with which we can get water from the river keeps this estimate down. Under other circumstances I would have to ask for more in order to accomplish the same object.

Mr. SULLIVAN. How do you propose to increase the present efficiency of fighting fire?

General CROZIER. I propose to put an extension to the pump house, which is on the river bank, and then I intend to pump directly into the mains from these pumps and put a standpipe up somewhere and pump against that, and get up a pressure sufficient to throw water over the highest building we have there.

The CHAIRMAN. Do you intend to rely on graduated pressure or do you intend to put in suction and pressure?

General CROZIER. I intend to put in a force pump and force directly into the mains.

The CHAIRMAN. From the river?

General CROZIER. Yes, sir.

Mr. TAYLOR. Do I understand you to say you have already had a \$2,000,000 fire?

General CROZIER. Yes, sir.

Mr. TAYLOR. At one time?

General CROZIER. Yes, sir.

Mr. TAYLOR. What is the value of the movable property you have there on hand ordinarily?

General CROZIER. I would have to guess at it. A very large part of it was in this storehouse. The fire started by spontaneous combustion in the middle of a bale of blankets, or something like that, due to greasy substance.

Mr. TAYLOR. I mean the value of the property usually carried there.

General CROZIER. Most of it was in this storehouse, and the value destroyed by the fire, including the storehouse itself, was about \$2,000,000, and I replaced the storehouse at a cost of \$150,000. About two million dollars or two and one-half million dollars would cover the value of the property usually stored there, including horse equipment and soldiers' equipment and artillery and small arms and ammunition and such items as that.

Mr. SULLIVAN. What would the total loss by fire amount to, in buildings and machinery and supplies, if you lost everything except the land?

General CROZIER. I should say that with modern methods we could replace it at a cost of seven or seven and one-half million dollars, although it cost more than that sixty or seventy years ago.

#### ROCK ISLAND BRIDGE.

The CHAIRMAN. The next is for Rock Island Bridge; operation and care and preservation of Rock Island bridge and viaduct, \$12,500, the same appropriation as for the current year. Can you tell us whether all that was expended during the fiscal year 1905 when the appropriation was the same?

General CROZIER. It is all expended every year; yes, sir. It is a matter of experience that it takes that to do that work—the taking care of the bridge. You know that that is divided between the Government and the railroad companies. They pay half the expense of taking care of this bridge.

Mr. SULLIVAN. I want to know the meaning of the word “operating.”

General CROZIER. There is a draw that has to be operated.

#### SANDY HOOK PROVING GROUND, NEW JERSEY.

The CHAIRMAN. The next item is for rebuilding and repairing roads and walks, and for general repairs of shops, storehouses, and quarters, \$4,000. In your judgment that will be necessary?

General CROZIER. Yes; that is necessary to keep the place going. It is a matter of experience. If you gentlemen could find time to go and visit there you would see, I think, that it is not extravagant maintenance; the place is simply kept in an efficient condition.

#### SYSTEM OF FORCED-DRAFT BOILERS.

The CHAIRMAN. The next item is for equipping with the Parsons system of forced-draft and furnace construction horizontal tubular boilers in power plant, \$1,400.

General CROZIER. Since that estimate was made the machine shop has burned down, and although part of the power plant was saved,

there will be an entire rebuilding of the machine shops and the necessary rearrangement of it; and whether this will be added to the old boilers that are there or not I don't know; but at all events I will ask you to leave it out. I am not certain that it will be needed.

#### GASOLINE ENGINE FOR ELECTRIC LABORATORY.

The CHAIRMAN. The next item is a new item, for one 25-horsepower gasoline engine to drive generators in electric laboratory, \$1,550.

General CROZIER. As the power plant in the new machine shop will be arranged to take care of the general purposes as much as possible, I will suggest that you leave that out also.

#### MACHINE TOOLS AND MOTORS, CARPENTER SHOP.

The CHAIRMAN. The next item is for purchase and installation of machine tools and motors and enlargement of carpenter shop, \$2,500. Is that effected the same way?

General CROZIER. That is for enlargement of the carpenter shop. The carpenter shop was burned down along with the machine shop, being a part of the same building. That will be taken care of by the appropriation for rebuilding, and I will ask you to leave it out.

#### CONDUIT SYSTEM FOR TRANSMITTING POWER.

The CHAIRMAN. The next is an item for procurement and installation of a conduit system for transmitting power, lighting, and messages, \$1,825.

General CROZIER. That is an item for expenditure outside. It is for connecting the different buildings of the proving ground.

The CHAIRMAN. Can you tell now, in view of the proposed new construction, with some degree of accuracy, the amount that will be required for this work in connection with the buildings that have been destroyed?

General CROZIER. The new buildings will go substantially in the same place, so that the amount of this wiring will be just about the same. The old estimates will answer.

The CHAIRMAN. Wouldn't that come in an item in connection with new construction?

General CROZIER. I am afraid not. I think I might have some trouble with the Auditor if my vouchers did not show accurately for what I am spending my money. I think the Auditor might object to my using funds that were appropriated for the building and equipping of a machine and carpenter shop—

#### WAREHOUSE.

The CHAIRMAN. The next item is for a warehouse, \$20,000. Would not that be included in the new construction?

General CROZIER. No, sir; that would be entirely different. There is an old building at Sandy Hook now which was very poorly built in the first place, a straggling sort of a building of rough lumber with a poor roof, and it is in need of constant repairs. It is nothing like the kind of a building that should be there for its purposes, and it is a

waste of money to do anything more with it. Some kind of a building is absolutely necessary, and I consider it very poor economy to waste any more money on that old affair.

The CHAIRMAN. What is it proposed to store in this building?

General CROZIER. Gun carriages and their parts; ropes, and tackle and blocking, and the things that are used in the mounting and manipulation of guns and gun carriages. Parts of machines, hoisting engines, and things of that sort, that are not in use are run in there. It is rough storage. It is an inexpensive building as you will see, but is one which will last. I do not think that old building ought ever to have been put there, but the policy seemed to prevail for a long time in the operation of the proving ground that it would be a temporary place. The roads were plank roads, and the walks plank walks, and when a building was put up, a frame building was built.

The CHAIRMAN. Assuming that the proving ground is necessary, is this the best location?

General CROZIER. I think it is.

The CHAIRMAN. It can be maintained more economically there than at some other point?

General CROZIER. The location is not ideal; it does not have all of the characteristics that a proving ground ought to have, but it is the best that we have been able to find. Two or three times an effort has been made to discover another place which would answer better, but it has always failed. There was a time, about fifteen years ago, when there was a very strong influence behind the effort, namely, the influence which was urging some people to acquire this property for summer hotel purposes. It is the only not built-up beach that is near New York City. It would be very valuable for that purpose, and the promoters of the enterprise made a careful examination of the whole Atlantic coast to find some other place to which the proving ground could be moved; but the only other place that would be at all suitable was Montauk Point, and even at that time the price of the property there was prohibitive, and it has become very much higher since. So that is altogether out of the question. After very careful attention to the question it has been answered it the negative.

The CHAIRMAN. What material do you intend to construct this warehouse out of?

General CROZIER. I think most likely it will be of reenforced concrete construction, which has come in recently, as the most economical as well as the most durable.

The CHAIRMAN. Has reenforced concrete been tested sufficiently to prove its durability and utility for that purpose?

General CROZIER. Well, I think so. Of course I would go into it more carefully when I had the plans made for the building; but I haven't had any money to expend in getting the plans made. But that is my impression, otherwise I would make the walls of brick.

The CHAIRMAN. Will you make it a fireproof building?

General CROZIER. Yes, sir; it is going to be a fireproof building.

Mr. SMITH. With the concussion that goes on at Sandy Hook, would a brick building be better than a frame building?

General CROZIER. The brick buildings have stood well. We have never had any trouble with them. We have sometimes had trouble with the glass in some of the buildings, and we use rather small panes,

but we have never shaken down any walls. We have also had trouble with ceilings, and we have had to abandon ordinary plastered ceilings and use iron ceilings.

Mr. SMITH. I notice in some of the items here for repairs that it is explained that owing to concussion there was a large amount of repairs. Do you not think a substantial frame building will stand the shock of the kind you speak of better than a brick building?

General CROZIER. We have never had any trouble with the brick walls themselves. We have never shaken any down and we have never cracked any, but we have had disastrous experiences with the frame buildings, such as this machine shop, carpenter and blacksmith shop, which burned down. That is the trouble with these frame buildings. You can build them, of course, so they will be substantial and will last, but there is always great danger of fire, and fires are constantly occurring. It seems impossible to prevent them by any care. Unless you have a first-class fire department, such as you have in large cities, it seems impossible to extinguish the fire when one occurs. The best you can do is to prevent its spreading to other buildings.

#### CAR SHED.

The CHAIRMAN. The next item is for one car shed, \$3,500.

General CROZIER. I have spoken of frame buildings. I am not certain that I would not put that up with corrugated iron instead of frame, and a corrugated-iron weatherboarding and roof. We have several cars there that are used to transport the employees up and down from Sandy Hook to the edge of the reservation, about 6 miles below. We have all the way from 100 to 250 employees at the proving ground, and there is no place for them to live there; so they are transported every day to and from their work, and these cars are largely used for that purpose. They are old passenger cars, secondhand cars, which we buy from the railroads. But they have to be maintained in condition, and I think that this shed will justify its cost by the saving on the cars.

Mr. SMITH. Railroads, as a rule, do not keep their own cars in sheds, excepting the street railways.

General CROZIER. They usually do not, but I think that is because they are on the road such a large proportion of the time, running day and night, and the amount of time that they would be in the shed would make it scarcely worth while. But these cars are housed every night from the snow and sleet storms, and they are housed during the day, excepting morning and evening. So I am quite positive that the saving would be a large interest on that investment.

The CHAIRMAN. Do you maintain locomotives?

General CROZIER. Yes; two locomotives. One is not in use all the time, but we haul a good deal of freight back and forth, not only for the proving ground, but for Fort Hancock, which is adjacent?

Mr. SMITH. How much would these cars cost apiece if you bought them secondhand?

General CROZIER. I do not know. They are the most ordinary passenger cars that are used on the local trains of the railroads, and we of course have to buy them in good condition, because we can not put them in order as easily as the car companies can. It has been some time since we bought any, and I don't remember the cost.

The CHAIRMAN. Have you any car sheds there now?

General CROZIER. No, sir; there is none. The cars have to stand out in the weather.

The CHAIRMAN. There has never been any?

General CROZIER. No; we have a locomotive shed.

The CHAIRMAN. How long do your cars usually run?

General CROZIER. We have had these second-hand cars now for about nine or ten years. I don't think we have worn out the first car yet, but we have to paint them often.

The CHAIRMAN. How frequently do you repaint them?

General CROZIER. About every two years.

#### BARRACKS FOR ENLISTED MEN.

The CHAIRMAN. The next item is for barracks for enlisted men, including plumbing, heating, ventilation, and lighting, in addition to the \$40,000 appropriated by the act of June 6, 1902, \$16,000.

General CROZIER. I have made a very strong effort to get those barracks built within the appropriation, but I have found that I would either have to put up a building that I would not like to leave to my successor, and which would be inadequate for the purpose as compared with barracks which are put up elsewhere, or else I would have to start this building and then ask for an appropriation to finish it.

The CHAIRMAN. Is the appropriation in the army appropriation bill for construction of barracks available for this purpose?

General CROZIER. No, sir; it is not. I have to have my own appropriation.

Mr. SULLIVAN. Are you going to continue it on the original plans?

General CROZIER. Yes, sir; that is what I ask this sum for.

Mr. SULLIVAN. When were your original plans made?

General CROZIER. The last ones were made about a year and a half ago.

Mr. SULLIVAN. I mean the working plans; when were they made?

General CROZIER. About a year and a half, possibly two years, ago; the last modification.

Mr. SULLIVAN. When these plans were made you were aware of the difficulties in getting men and material, were you not?

General CROZIER. Yes.

Mr. SULLIVAN. How does it happen that you asked for 40 per cent more than the original estimate?

General CROZIER. One thing, the rise in prices that has been going on for several years past.

Mr. SULLIVAN. The increase of cost of material caused you to ask for \$16,000, or 40 per cent of the original \$40,000 estimate?

General CROZIER. Increase in the price of material and cost of labor. I hoped to put up this building for the \$40,000 that was appropriated, but the difficulties of building down there have caused these people to submit these higher bids, and I can not get any lower ones.

The CHAIRMAN. I see you have received only three bids out of thirty invitations for proposals.

General CROZIER. That is on account of the difficulty of building down there.

The CHAIRMAN. Difficulty in getting the material in and getting the men in and out?

General CROZIER. Yes, sir; somebody asked me the last time I was before one of the committees if I had any deficiencies, and I said that I never had. I never submit deficiency estimates. I have done my best to get a bid that would finish this building, but I could not do it, so I have had to come and ask for this increase. If the committee does not care to give it, the original sum has not been expended and has not been mortgaged. I have spent only a small sum in getting the plans made.

The CHAIRMAN. You can not change your plans in order to come within the appropriation?

General CROZIER. If I should do so, I would consider that I would be putting up an inadequate structure, and I prefer not to put up a poor building that will not be suitable. I would rather let it go.

Mr. SULLIVAN. Do you know the relative proportions of cost of labor and material in this enterprise?

General CROZIER. No; I do not, because I have never estimated on that myself. We have asked for bids.

What governed me in my original estimate was the cost of similar buildings that were put up at Sandy Hook for the post at Fort Hancock; but the difference is due to two causes—one, that there were a number of buildings built there at the same time, and the contractor had a large amount of work going on, and therefore made better figures; and another cause was that the contractor who built those barracks failed, and his work had to be finished by his bondsmen, and that has frightened the others.

Mr. SULLIVAN. And those buildings were in process of construction when these plans were made?

General CROZIER. They had been finished.

Mr. SULLIVAN. So that you were familiar with the bankruptcy and its probable effect upon other bidders?

General CROZIER. That work had not been done under my department, but under the Quartermaster's Department. I knew the prices, but was not familiar with the details of the business.

Mr. SULLIVAN. But either materials have increased tremendously or else your original estimate was tremendously inadequate.

General CROZIER. I think you will find, sir, that ordinary prices of building in that vicinity in the last five years have gone up fully 25 per cent, and that would reduce the error to something like 15 per cent of the \$40,000.

Mr. SULLIVAN. Yes; that would be true, assuming that the whole \$40,000 was to be spent for materials; but inasmuch as part is to be spent for labor—that is hardly true—I will not say that it is not true, but that it is not correct. I do not say that this has any relation to the actual facts, but let us assume that of the original \$40,000 estimate, \$20,000 was for materials and \$20,000 for labor. Then, in order to make the increase in cost of material to this extent the cost would have been increased 80 per cent, which of course is not so. You do not imagine that is so?

General CROZIER. No; there has been no such increase, of course, but the labor and material have both increased in the last five years. I dare say they have in your vicinity, and I guess that your observation would bear that out, although perhaps not to the same extent.

Mr. SULLIVAN. Now, if you say that both have increased, and you put it on that basis, then you have got to assume that there has been a



an increase of 40 per cent in the two cases, but I don't think that the increase has been so much.

Mr. TAYLOR. I think the General might as well admit that he made a mistake in his estimate.

General CROZIER. There is an increase in cost of labor and an increase in cost of material. There is the remote and difficult situation——

Mr. TAYLOR. Which you did not sufficiently consider when you made your first estimate.

General CROZIER. I do think this: I think that if building operations down in that vicinity were not very active, so that the people who do this class of work were looking for work, I could get that job done for very much less.

Mr. TAYLOR. Than your present estimate?

General CROZIER. Yes, sir.

Mr. TAYLOR. But do you think you could get it for the original estimate?

General CROZIER. I doubt if I could get it done as low as that. If, instead of receiving three bids I had received a dozen or fifteen, I believe that I would not have had to ask for more than half of this increase.

The CHAIRMAN. What is the character of material used in this building?

General CROZIER. Brick, essentially.

The CHAIRMAN. Metal and iron?

General CROZIER. No; it is not an iron structure, but with such iron only as is used in the ordinary brick construction.

The CHAIRMAN. Principally brick construction?

General CROZIER. Yes, sir. Certain beams for supports will be of iron. It is what is known as brick barracks with a slate roof.

Mr. SMITH. About how many men will this barracks accommodate?

General CROZIER. About 90.

Mr. SMITH. And the cost will be about \$56,000?

General CROZIER. About \$56,000; yes, sir.

The CHAIRMAN. You have a supplemental estimate here for \$150,000 that you estimate will be required in reconstruction of buildings that have been destroyed by fire, Document No. 390.

General CROZIER. That is at Sandy Hook. We had a disastrous fire down there in the early part of the winter which burned up the machine shop, the carpenter shop, and the smith shop, which were in the same building; also the plumbing and the paint shop, small buildings outside. Those were all frame buildings, and they got afire from the smokestack of the boiler.

The CHAIRMAN. What is the character of work done in the machine shop?

General CROZIER. We send all of our new artillery material down to Sandy Hook to be tested. It is the gateway through which the material for the artillery service finds its way into the Army, for the mobile artillery and the coast-defense service. There is always a great deal of repair necessary in connection with alteration of new things and the testing of new material; and there is a great deal of manufacture of experimental articles that takes place there. We may perhaps have to make new breech mechanism for a gun, or new recoil machinery for a gun carriage. We also use the machine shop

for maintenance and repair of the sea-coast artillery that is used from New York down to and including Fort Monroe. We are all the time improving that, all the time making changes in it, and such as has to be done in machine shops is sent to Sandy Hook for that purpose.

The CHAIRMAN. Does this \$150,000 estimated here include the estimate for the machinery that will be used in the shop?

General CROZIER. Yes, sir; it includes the entire installation.

The CHAIRMAN. What will be the character of the material used in construction of the shop?

General CROZIER. That will be brick with slate roof; or possibly reenforced concrete construction. I haven't decided yet which it will be, but it will be something that will not be combustible.

The CHAIRMAN. Which is the cheaper of the two materials, brick or reenforced concrete?

General CROZIER. I think reenforced concrete. It is newer; it is becoming cheaper every day, and if we use it it will be for the reason.

The CHAIRMAN. What is the size or dimensions of the shop?

General CROZIER. I have the plans for it drawn. I have forgotten the dimensions.

The CHAIRMAN. Do you intend to have the smith, carpenter, and machine shop in one building?

General CROZIER. Yes, sir; the plumbing shop also; but the paint shop will be a separate building, and the power house not in the same building, but close by.

The CHAIRMAN. This \$150,000 you estimate will be sufficient to cover the cost of the construction of all of these buildings.

General CROZIER. Yes; and for equipping them with machines and power.

The CHAIRMAN. Have you secured the bids for the erection of the barracks?

General CROZIER. No; and I will say that the commanding officer sent forward an estimate of \$159,700. I cut it down to \$150,000, somewhat arbitrarily, and I think that may involve the reduction of the dimensions of the building as he submitted them; but I concluded I would not do that without having a try at the present size. If I find that I can not build it for less than \$160,000, I will cut it down.

The CHAIRMAN. Will all of this work be on one floor, or are there two stories?

General CROZIER. It is a one-story building excepting at one end, where there is a second story for storage of light material.

The CHAIRMAN. What was the cost of the building destroyed by fire?

General CROZIER. It was very much less. That was a lightly built frame building, one story, as this is intended to be, with a shingle roof and I don't think it cost over \$30,000 altogether. It was built at different times, so it would be a little difficult to tell what the cost was, but for the building itself I don't think the cost was over \$30,000; but I think there was in it perhaps \$65,000 or \$70,000 worth of machinery. It was not all destroyed; a good part of it was not.

## POWDER DEPOT NEAR DOVER, N. J.

## STOREHOUSES FOR RESERVE SUPPLY OF WAR MATERIAL.

The CHAIRMAN. The next item is powder depot, near Dover, N. J. For storehouses for reserve supply of war material, \$24,000. Your current appropriation for the same purpose is \$36,000.

General CROZIER. Perhaps I had better make a general explanation in regard to the powder depot. It is in a remote locality up in New Jersey, about 12 miles from Morristown and about 4 miles from Dover. It is the place where we store our supply of powder for the service in general. It is the place also where we make ammunition for the service. We make the fixed ammunition for small cannon, make up the powder for the heavy cannon in cartridges, and make some alterations in our projectiles which are necessary, fitting some of them with caps—those that were bought so long ago that we haven't got them fitted—and others with base covers necessary to keep the flame away from the charge.

We have had no place for doing this, and something over four years ago I had an estimate made by a board of officers of the amount that was necessary to convert the powder depot to these uses. We had the land up there and some few buildings. This board estimated that for this purpose there would be needed something like \$480,000. Of this \$480,000, \$195,700 has been appropriated and most of it has been expended at the powder depot. In addition, some \$94,900, practically \$95,000, has been appropriated for these storehouses for reserve supply of war materials which are not included in the board's estimate.

## GENERAL STOREHOUSE.

The CHAIRMAN. The next item is for a general storehouse, \$15,000.

General CROZIER. These items that are estimated for are in pursuance of the plan we have followed right along, carrying out the estimates of this board. Just as the matter stands now I do not intend to ask for the full amount, \$179,000 plus the amount of these storehouses, which constitutes the entire estimate. There are some \$283,000 of the board's estimate which have not yet been appropriated for, and as I look at it now I don't expect to ask for that sum. Perhaps \$100,000 I shall not ask for at all.

The CHAIRMAN. Is this one of the items that you mentioned that you intend to omit?

General CROZIER. Yes, sir; general storehouse is one of those that I need. Those that I have intended to omit have not appeared in this estimate. The estimate of the board for that storehouse is \$35,000. I thought \$35,000 would build a larger storehouse than we needed and that \$15,000 would be sufficient. The general storehouse the board estimated for was one which was suitable for a garrison of men with three or four officers. I do not have any enlisted men up there now. I simply employ men from the surrounding country, and the officer who has charge of it goes there every day, and it is not maintained as an ordinary post. So I think \$15,000 will be sufficient.

The CHAIRMAN. What material do you store there?

General CROZIER. It is a general storehouse for supplies that are needed at any place where anything is going on. It is not ammunition, it is not powder or shot or fuses or anything of that sort for which the depot is really maintained, but it is rope, grass cutters, nails, and all material that has to be kept on hand, spare material for repairing roofs, etc.

The CHAIRMAN. Would not a frame structure for that answer every purpose?

General CROZIER. A frame structure would answer, but I don't think it is good business to put up a frame building; I don't think it is economy; I believe it is a poor expenditure of the Government money for the same reason that you would not put up a frame building in the city here if you were going to put up a structure for the Government or any other purpose. You would not do it because it is not economical in the long run. You would put up a building that would last.

The CHAIRMAN. You are speaking now not of the expense, but of the liability of fire.

General CROZIER. Very particularly of fire.

The CHAIRMAN. You don't intend to build this a fireproof building for storage?

General CROZIER. I don't know that I would go to the expense of making it fireproof; but of brick, or concrete, I would build it.

The CHAIRMAN. The building would consist of merely the four walls and the roof?

General CROZIER. Yes; a floor, a certain number of windows, and perhaps a few partitions, and shelving about the inside of it.

The CHAIRMAN. Did you state the dimensions?

General CROZIER. I did not; I don't know. I built one at Sand Hook not very long ago for something like this sum of money, and that was adequate down there, and I am sure that this will be.

#### MACHINERY FOR NEW SHOPS.

The CHAIRMAN. The next item is for machinery for the new shops—\$20,000?

General CROZIER. That is for doing some of this work that I have been speaking of in connection with the preparation of ammunition. We have a large number of projectiles that we have to put caps on for one thing. You may have heard of the soft-nosed cap, which increases the armor-piercing power of a projectile in a way that is now very well understood. There are a good many theories about it, but I do not think any of them will constitute demonstration. We have to cut grooves in some of them also, to put on a copper base cover to prevent flame from getting by the threads of the fuse hole and exploding the charge; and we have to resize cartridge cases for the smaller classes of cannon that are sent back after we have used them in target practice.

We have to do some little machine work on some of our fuses that we send up there to be finally assembled, because it is too dangerous to finish them at the Frankford Arsenal, that being in the midst of a settled community, which is built up all about it. This machine shop is now under contract, just being finished, and this is for the machinery. I expect this to finish the establishment; that is, to finish the

machine shop estimate, not the whole place, because I am extending the completion of this depot over a greater length of time. But I will not ask in this bill for everything to complete the whole installation up there.

The CHAIRMAN Do you know the character of machinery, the number of different classes of machinery, that will be used in this shop?

General CROZIER. I don't know them in detail. I have them estimated for in detail. I have got the plans of the shop and all the machinery located. Most of them will be lathes and presses for pressing caps on. There may be a milling machine and a shaper, but I think most of them will be lathes of different sizes.

The CHAIRMAN. What size lathes do you use?

General CROZIER. The largest projectile we have to handle is one of 12 inches diameter, weighing about 1,000 pounds, and we use a lathe capable of taking it.

The CHAIRMAN. How long?

General CROZIER. It does not have to be very long. Those projectiles are not quite 4 feet long, so the lathes would not have to have a very long bed.

The CHAIRMAN. Do you know how much this will cost?

General CROZIER. I think you could get one of them for something like \$600 or \$700, but that is a good deal of a guess. I should have added here that part of this machinery will be for the power plant, the installation of power.

The CHAIRMAN. Have you an engine and boiler there now?

General CROZIER. No; not installed.

The CHAIRMAN. Then, is the engine and boiler for the operation of this machinery included in this estimate?

General CROZIER. Yes. The engine and boiler, however, will be a reserve power plant. I have up there a water power; not very great, but I have an estimate here for the increase of it, raising the dam a little way, and erecting a new building.

The CHAIRMAN. I also observe that Lieutenant-Colonel Russell estimates that the amount that will be ultimately needed is \$37,500 for machinery for the new shop. Is that \$17,000 in addition to the \$20,000 or \$37,500 in addition to the \$20,000?

General CROZIER. That \$37,000 is not in addition to the \$20,000.

The CHAIRMAN. Do you mean \$17,000 additional?

General CROZIER. Seventeen thousand dollars additional to \$20,000; yes.

The CHAIRMAN. The total amount, then, \$37,500.

General CROZIER. I am doubtful if that will all be necessary. Part of that was for a press and some hydraulic machinery to go with it for the purpose of loading the high explosives in the shell. One of the things that the military powers of the world have been seeking for a good while is a satisfactory high explosive bursting charge for armor-piercing projectiles. You may have seen Shimose powder referred to as having been used by the Japanese in the recent war. Shimose powder is picric acid; it is a yellow powder.

We have selected an explosive for this purpose, which we think is very good; it is the best we know of. We adopted the method of loading it into shells under pressure of a hydraulic press. That operation was slow, however, and it necessitated the transportation of these projectiles to the fortifications in this condition; that is, filled

with this high explosive, and then placing the fuses in the projectiles after they got there. We found, however, that we could get pretty nearly as much of the explosive in, and do it much more quickly and save the transportation of these loaded projectiles over the railroad and waterways of the country, by tamping it into the projectile with a hammer, and something like a hardwood stick, at the posts themselves, and we will be spared, among other things, the purchase of a portion of the machinery that this \$37,500 was expected to go for.

#### INCREASE OF WATER-POWER PLANT.

The CHAIRMAN. The next item is for increase of the present water-power plant, \$11,000. Is that necessary?

General CROZIER. Yes, sir; that is necessary if we are going to use the water power. There is a stream of water running through the reservation and a dam which has been used for water power for a great many years, and some fifty or seventy-five years ago they had an arrangement there by which this water power was used in a crude sort of way. I have been using it to run some machinery in the carpenter shop which has been used intermittently in making packing boxes. I expect to raise the dam 2 or 3 feet, to get a little more head and use this power.

The CHAIRMAN. Do you propose to put in a new dam?

General CROZIER. Yes; it will practically amount to that. The present dam is a very roughly constructed one, very leaky, and inadequate for its purpose, and a large part of the power is wasted.

#### INCREASE OF TRANSPORTATION FACILITIES.

The CHAIRMAN. The next item is for increase of transportation facilities. You estimate for the next fiscal year \$10,000, the same as the present appropriation. The current fiscal year is the first time you have had an appropriation for that purpose?

General CROZIER. No, sir; it is not—it is the third year. This is largely for the construction of a railroad which runs about among these buildings. They are placed a considerable distance apart, and all material that is transferred is heavy, the heaviest projectiles being over 1,000 pounds apiece. They range all the way down to 15 pounds. The railroad is of some length, and you will notice that it says that it will take about \$15,000 to entirely complete this system, which will be this \$10,000 and \$5,000 more.

The CHAIRMAN. Ten thousand dollars is all you can use during the next fiscal year?

General CROZIER. Yes, sir.

#### INCREASE OF WATER SUPPLY.

The CHAIRMAN. The next item is for increase of water supply. \$4,000.

General CROZIER. That is for the general purposes of the depot, without reference to this power. The water for the general supply is not taken from the same stream; most of it is taken from the reservoir on top of one of the neighboring hills.

## FIRE PROTECTION.

The CHAIRMAN. You have also submitted a supplemental estimate through the Secretary of War for an expenditure of \$9,150 for this depot to provide necessary fire protection for the twelve new buildings now under construction and nearing completion at that depot.

General CROZIER. These buildings are the ones that we have just been talking about. This contemplates running a line of pipe to each one of them and placing a hydrant there.

The CHAIRMAN. Have you any water system there now?

General CROZIER. We have a water system, and this is only for the extension of it. We have a water system and piping which runs over part of the grounds, but it is not as extensive as it is contemplated to have it.

The CHAIRMAN. This item, then, is for extending the pipes and putting in new hydrants?

General CROZIER. Yes, sir.

The CHAIRMAN. You would not want this unless you got the water power facilities that you spoke of. You could not use it without increasing the water supply.

General CROZIER. Well, the increase of water supply is for daily use. Of course, the water supply would be the same one as would be necessary for this fire protection, but we would hope that at any time there might be a fire we would have a supply of water, although we might not be able to use as much daily. I would hardly say that the two depend upon each other in that respect.

The CHAIRMAN. Since 1903 you have had \$290,600 for this purpose.

General CROZIER. For the depot?

The CHAIRMAN. Yes; in all.

General CROZIER. That is right. If it will interest you I will add right here that the total estimate would amount to something like \$575,000; that is, to finally complete the scheme.

The CHAIRMAN. You have spent a little more than one-half only.

General CROZIER. Yes, sir; I don't believe that I will ask for that total amount of \$575,000. It calls for more ammunition storage than I think is necessary, and I think I will be able to store a proportion of ammunition needed for the seacoast fortifications at the fortifications themselves, and that I will spare the erection of some storehouses included in that estimate.

## • SPRINGFIELD ARSENAL, SPRINGFIELD, MASS.

(See also page 841.)

## GENERAL CARE AND REPAIRS.

The CHAIRMAN. The next is for the Springfield Arsenal, and you estimate \$10,000 for the next fiscal year, which is the same as the current appropriation, and has been for a number of years. Is this amount expended annually?

General CROZIER. Yes, sir.

The CHAIRMAN. No balances left over?

General CROZIER. No, sir. It takes care of the place fairly. I am not having the same experience there that I had at Rock Island, so I am not asking any increase.

The CHAIRMAN. Do you know of the desire on the part of the people at Springfield in respect to extending a street through the Government reservation?

General CROZIER. No; that has not been presented to me.

The CHAIRMAN. You are familiar with the location of this arsenal, are you not?

General CROZIER. Yes, sir.

The CHAIRMAN. And the surroundings?

General CROZIER. Yes. It consists of two parts, one of which is in the middle of the city on high ground and the other is not so near the middle, about three-quarters of a mile away, on lower ground. The two parts are entirely disconnected.

The CHAIRMAN. Have you had called to your attention by anybody a desire on the part of the people of the city to extend through the military reservation, or any one of these two parts that you speak of, a street that runs up to the reservation on one side and begins again on the other side?

General CROZIER. It has not been presented to me. There is a street now which divides this portion of the arsenal which is in the middle of the city on high ground, runs right through it. That street belongs to the Government, but it is used practically as a public highway. Whether there may be some effort to acquire jurisdiction over that street, or to have it turned over to the city or not, I don't know; but I have not had anything presented to me looking to the opening of a new street.

The CHAIRMAN. My understanding was that this street does not conform to the streets of the city in width, and what they desired was a requirement on the part of the Government to make its streets about the reservation conform to the streets running up to them on either side.

General CROZIER. That has not been presented to me, sir. It may be that there is a desire to have the streets better paved. Some year ago there was an appropriation for paving streets all about the arsenal. Most of them are owned by the Government, although they are simply public streets of the city, and surround the arsenal. But those appropriations were made, the work was done, the streets were paved, and it may be that they desire something better on this particular street now, but it has not come through me.

#### INCREASE OF WATER SUPPLY.

The CHAIRMAN. The next item is for increase of water supply. \$4,000. Will you please explain the necessity for that? That is a new item.

General CROZIER. Most of the water for manufacturing purposes is taken from the city supply. A few years ago they gave it to us at a fixed rate, which was very low. More recently the city has looked into the subject of our consumption, and have increased their charge, but still give it to us at such a rate, although it is higher than it was, that we have no right to complain. We find that we have certain sources of supply there which we can use and avoid taking the corresponding amount from the city, so we can effect a saving thereby, and that is what this item is intended to cover.



The CHAIRMAN. How much of a saving will you make by this provision?

General CROZIER. About \$742 a year, which is a very good interest on the amount of the cost, \$4,000.

#### FIRE PROTECTION FOR CARPENTER AND STOCKING SHOPS.

The CHAIRMAN. The next item is for a system of fire protection for the carpenter and stocking shops, \$4,000, likewise a new item.

General CROZIER. That is intended to provide automatic sprinklers. The commanding officer at the arsenal was desirous of having these sprinklers installed in considerable numbers in the shops. The shops are not fireproof—they have wooden floors—and some of the floors are fairly well saturated with oil. I thought that that was hardly justified, and I concluded I would confine it to these woodworking shops. The carpenter shop and the stocking shop, which is one where most of the work is done on the gunstocks, so that is also a species of carpenter shop, both having shavings and wood about. I thought it would be a wise expenditure to provide those two shops with automatic sprinklers and confine it to that purpose for the present, at least.

Mr. SULLIVAN. What is the cost of the sprinklers?

General CROZIER. It is a system of piping that runs overhead, and every once in a while there is a spray valve in it, at certain intervals. These spray valves have at some place a fusible metal plug, and a little heat will melt the metal and start the sprinkler. The cost of each one of the sprinklers is insignificant—a dollar or two—but the main portion of the cost is in the system of piping.

The CHAIRMAN. They are automatic?

General CROZIER. Yes.

#### SAN ANTONIO, TEX., ARSENAL.

The CHAIRMAN. You have also here a supplemental estimate, Document No. 720, San Antonio Arsenal, San Antonio, Tex., \$700,000.

General CROZIER. I sent that estimate in very recently, but recent as it is I have discovered I made a mistake in it.

The fence that I intend to replace had all the undesirable characteristics that are mentioned in the letter of the Secretary of War forwarding the estimate, which is based upon information which I furnished him; but I have found in the last few days that, out of the fund which I have given him since last June for maintaining the place in repair, the commanding officer has been able to replace that fence, that he has a new one, and I do not need that money. What brought the subject up at this time was the desire of a neighbor—the San Antonio Arsenal is in the middle of the city—to replace at his own expense about 200 feet of the 1,100 feet of fence by an open picket fence, in place of the closed boarding which it consists of now. He considered that the fence eight feet high and with closed boarding shut off the air. I did not care to do that. I thought we had better have it all of the same character, and for replacing that old unsightly fence which I had seen down there, I submitted this estimate.

If the committee think it worth while to accept my guess of the amount that will be necessary to take off those boards, leaving the

framing of the fence and make it an open fence—that is all I would suggest, and that will be half of the amount—\$350 instead of \$700.

The CHAIRMAN. It is a new board fence?

General CROZIER. Yes; but it has been put up of close boards—the same height as the other one—8 feet. I do not know why it was rebuilt in that way, except that that was the kind of fence we had before.

The CHAIRMAN. General, don't you think that if the commanding officer was able to build a new board fence out of the general fund that he had for repairs that he may be able to change this?

General CROZIER. I think perhaps he might; yes.

### WATERTOWN ARSENAL, WATERTOWN, MASS.

The CHAIRMAN. The next item is Watertown Arsenal, Watertown, Mass. For improvement to and extension of the present foundry plant, \$25,000. That is a new item.

General CROZIER. There have been two or three fires in that foundry. The building was not originally built for a foundry. It was a timber shed. It was converted into a foundry, the roof and the upper portion of the framing being all wood. The outside roof cover is slate, but the under part is wood. The crane ways are all wood. They have been on fire, but fortunately we got these fires out before they had progressed far.

The CHAIRMAN. Is not the present cupola blower platform of wood?

General CROZIER. Yes, it is of wood. We have no iron construction in the building at all.

The CHAIRMAN. I observe, too, that you have no room in the foundry to do cleaning and chipping.

General CROZIER. That is done outside in the open, but I want to roof the place over and inclose it so that it will be possible to work there in the winter time. Of course, that is a severe climate.

The CHAIRMAN. This is not a very expensive structure?

General CROZIER. Not an expensive structure at all. It covers considerable space, but it is a cheap kind of building.

The CHAIRMAN. How large is the building which you intend to reroof?

General CROZIER. This foundry building is about 100 feet long and and about 30 feet wide, a good large, brick building.

The CHAIRMAN. What material do you intend to use in roofing it?

General CROZIER. Metallic roof; a metallic frame roof truss and slate roofing.

The CHAIRMAN. What does a slate roof cost per square yard or per square foot, or on any other measurements?

General CROZIER. I have not the figures in my mind.

The CHAIRMAN. Did you have an estimate before you when you submitted this?

General CROZIER. Yes; an estimate has been made twice—two successive years. It was made for the first time immediately after the fire occurred, but the appropriation was not made.

The CHAIRMAN. I can see the necessity for iron construction within a foundry, but it would seem to me that a slate roof is rather an expensive roofing compared with corrugated iron, which would be equally serviceable, would it not?

General CROZIER. The corrugated iron is considerably cheaper in

the beginning, but it is more expensive to maintain, because you have to paint it all the time. I have had a number of corrugated-iron roofs on buildings at different times, in the Department, and that is the trouble that we have had, and then if somebody neglects it a little it rusts through and has to be replaced.

The CHAIRMAN. But if it is kept painted?

General CROZIER. If it is kept painted it will last very well. Some of the buildings that were first put up at the powder depot were roofed with copper, but that is altogether too expensive. Some of those up there are corrugated iron now, and they do well as long as they are properly painted.

The CHAIRMAN. I observe that you estimate slate roofing in a great many of your different plants, and I thought possibly you could give us an idea of the cost of steel roofing as compared with other roofing, which ordinarily answers the purpose.

General CROZIER. I have one of those estimates for some slate roofing which was done at Augusta, Ga., but I don't remember the figures.

Mr. SMITH. It is very much more expensive on an iron frame than on wood.

General CROZIER. Yes; but you have to make the holes in the slate carefully anyway. It is dangerous to drive the nails carelessly and hurriedly.

Mr. SMITH. On a building with a steel roof frame it has practically got to be a corrugated iron roof underneath the slate.

General CROZIER. You would hardly make it of corrugated iron, because it would not afford a good bed. The slate roof seems to be generally accepted for most structures that are intended to be permanent.

The CHAIRMAN. I think it is durable.

General CROZIER. It is very durable; yes.

The CHAIRMAN. In a structure like a foundry that is liable to be destroyed by fire; but the question was whether a less expensive roofing would not be wise.

#### INCREASE OF TRANSPORTATION FACILITIES.

The CHAIRMAN. The next item is for increase of transportation facilities, \$10,000.

General CROZIER. That is for moving material about the establishment. There is a considerable amount of ground up there; there are a number of buildings, and we contemplate purchasing with that a locomotive crane, which the arsenal ought to have been provided with long ago. We have a good many heavy weights to move; the arsenal is one that is used largely for the manufacture of seacoast gun carriages; the parts are apt to be large and heavy, and they need something of that sort in order to move them economically. The locomotive crane is an adjunct of nearly every large machine shop.

The CHAIRMAN. Will that expenditure of \$10,000 be for that?

General CROZIER. Oh, no; not for the crane alone; but there should be some extensions of the tracks and a turntable or two will be necessary in certain places. And there will be certain alterations of some of the buildings which will be made in order to get the crane in one of the storehouses and the erecting shop where we set up the gun carriages in process of final completion.

## SAND-BLAST APPARATUS AND NECESSARY ALTERATIONS.

The CHAIRMAN. The next item is for a sand-blast apparatus, including necessary alterations in the building for its installation, \$8,200.

Now, if you are allowed this item to install a sand-blast apparatus, there will be no necessity for the other provision where you provide for a shed or roofed building in which to clean and ship your castings, would there?

General CROZIER. These two are right alongside of each other, and I would use the sand-blast apparatus in the shed building.

The CHAIRMAN. You propose to use this entirely for cleaning castings, so that would take the place of cleaning by hand? The only other work incident to the work on castings after that would be the chipping?

General CROZIER. Yes, sir; and cutting off the sinking heads and risers.

The CHAIRMAN. How many men are employed out of this fund?

General CROZIER. At Watertown, about 350.

The CHAIRMAN. In the foundry?

General CROZIER. No; about 350 in the establishment, altogether. We have a foundry, machine shop, and a forge shop there.

The CHAIRMAN. How many molders have you?

General CROZIER. I suppose we have about twenty—perhaps not as many as that. In the foundry, altogether, I should think we employed about 35 or 40 men.

The CHAIRMAN. That is, including men and boys; you utilize boys for cleaning and chipping the castings?

General CROZIER. We utilize low-grade labor. I don't think there are any boys employed on that particular work. We do not employ many boys up there. We have a few as apprentices, but we find it makes trouble when we employ them.

The CHAIRMAN. What are the castings that are made there?

General CROZIER. They are usually parts of gun carriages made both of iron and of steel. We have cupola furnaces and also furnaces—air furnaces—that make iron castings. And we have a Tropenas converter to make steel castings by the Tropenas process. I suppose 90 per cent of the castings are parts of gun carriages.

The CHAIRMAN. If you have as many molders as you say you have, you could make a good many parts of gun carriages. Do you keep your men busy all the time in the foundry on this work?

General CROZIER. We keep them busy all the time. We manufacture a considerable number of gun carriages there. And then this steel plant that we have is used to supply other arsenals with steel castings when they can not get them from the trade. I do not care particularly for the process of making my own steel castings, and prefer to get them from the trade. All those we get are of sufficient size to make it worth while to bid on them, and we get them in that way.

The CHAIRMAN. The question in my mind was whether you were doing enough work there in the foundry to justify the installation of that apparatus that would do all the cleaning of castings that several very large foundries might turn out.

General CROZIER. I think that expenditure is not very large.

The CHAIRMAN. How many employees do you have now engaged in cleaning castings, and how many will you have to employ with this apparatus?

General CROZIER. I suppose we have employed there now perhaps eight or ten men on that particular work; and with this apparatus I should think we ought to be able to get along with one-third of the number.

The CHAIRMAN. Do you know how many men it takes to operate sand-blast apparatus for cleaning castings?

General CROZIER. The man right at the casting itself who is doing the cleaning operates it by himself.

### TESTING MACHINES, WATERTOWN ARSENAL.

The CHAIRMAN. The next item is for testing machines, Watertown Arsenal. I see you recommend the omission of the language in the current law, which is "Labor and materials in caring for, preserving, and operating the United States testing machines at Watertown Arsenal, including such new tools and appliances as may be required," and recommend the insertion in lieu thereof "The necessary professional and skilled labor, purchase of materials, tools, and appliances for operating the testing machines, for investigative test and tests of United States material for constructions, and for instruments and materials for operating the chemical laboratory in connection therewith, and for maintenance of the establishment." Your estimate for the next fiscal year, notwithstanding this change in language and authority, is the same as the current appropriation.

General CROZIER. Yes, sir; it is intended to do the same thing which has been done up there right along, and which I did not consider was very well covered by the language of the appropriation.

The CHAIRMAN. General, what does this testing plant at the Watertown Arsenal consist of?

General CROZIER. It consists of two machines—one of them very large. It was at one time the largest testing machine in the United States. It was built somewhere along in the seventies, I think—perhaps in the early eighties—of the last century. It is known as the Emery testing machine, and it has a power of making tests of extension or compression, with capacity of 1,000,000 pounds in one direction and 800,000 pounds in the other. It is of very delicate construction, will break a bar of steel 4 inches in diameter, or break a horse-hair, and register each strain.

It was a sort of a marvel of construction at the time it was finished, although it is commonplace enough now. We use it in making a great many tests for the Government, particularly of iron and steel. We also use it in testing structural materials, in lines of investigation, and also for other branches of the Government which have structural work to do. Also for private individuals. For private parties we make a charge of about, if I remember rightly, \$2.40 an hour for the use of the machine, which is intended to cover the cost of operation, including the pay of the employees, and the money which is collected in this way is placed to the credit of the appropriation and used to operate the machine. We publish every year a volume of reports of tests of metals, which is about the size of this book [indicating], and I have a great many requests from Members of Congress to send these reports to people who ask for them.

The CHAIRMAN. General, have you any facilities there for testing concrete and reenforced concrete?

General CROZIER. Yes, sir; we do it with this machine.

The CHAIRMAN. How extensive is your laboratory there?

General CROZIER. It does not amount to much. We employ one chemist and do a little analyzing; it is a small affair.

The CHAIRMAN. Do you make any original investigations in respect to the qualities of different kinds of sand for the manufacture of cement and concrete?

General CROZIER. We have made a considerable number of tests of concrete itself, and we try to get as good information and publish it in connection with these tests as possible of the quality of sand that is used in making the concrete; but we have not made any very extensive examinations into the different kinds of sand that would be useful for the purpose.

Mr. TAYLOR. Are you equipped for that purpose—thoroughly equipped?

General CROZIER. I should not say that we were thoroughly equipped. We have a very intelligent engineer in charge of this testing machine. He has been in charge of it for a good many years twenty-five or thirty years. He has not had a great deal of experience as an engineer aside from operating the testing machine.

The CHAIRMAN. In regard to your statement a little while ago with respect to the use of reenforced concrete in the construction of some of these buildings which you spoke of, was it based upon the result of tests that have been made of reenforced concrete at the Watertown Arsenal?

General CROZIER. No; based upon commercial practice. I have not made any investigation of the subject up there such as would lead me to a conclusion.

The CHAIRMAN. Do you know of other testing plants in the United States similar to this one at Watertown, or other than this one?

General CROZIER. I am not very familiar with them, but I think that out at St. Louis the Geological Survey has a plant which is used in the testing of concrete. They have a great deal of concrete work to do in connection with the Reclamation Service of the arid regions of the West, and they have gone into the subject of concrete, its strength and its composition, and they have something of an establishment there. I do not know how extensive it is. I believe it is not very old.

The CHAIRMAN. For all practical purposes, so far as the interest of the Government is concerned in the testing of material used in construction, is the Watertown testing plant sufficient to meet the requirements?

General CROZIER. We have not been obliged to turn away work from the Watertown Arsenal because of our inadequate facilities for doing it. We make the ordinary tests for people who apply to us.

The CHAIRMAN. Can you give the committee any idea, General, of the number of tests made with this testing plant at Watertown for people outside of the Government?

General CROZIER. I could send that information to the committee. I can send the number of tests in any year and the amount of the charge that has been made.

The CHAIRMAN. I wish you would send a statement of the number of tests that have been made.

General CROZIER. Yes. This machine has been there for something

over thirty years. It is supplemented by a small machine, costing, I think, a few thousand dollars only. We installed the \$250,000 large one about thirty years ago. These two testing machines are the only ones there. They are in a building by themselves, a building perhaps 60 or 80 feet long and some 30 feet wide.

The CHAIRMAN. Do you test there any material used by the Navy Department in its construction of vessels?

General CROZIER. Not ordinarily; no. We have made tests for them under special circumstances.

The CHAIRMAN. Have they a testing plant?

General CROZIER. I don't think so, but the use of the machines for testing small specimens of iron and steel has become much more general than it was when this machine was built. A large number of people make these tests themselves now, testing specimens of perhaps half an inch or an inch in diameter, that can be done by machines that are in possession of nearly all large manufacturing establishments.

The CHAIRMAN. What did this large testing machine cost?

General CROZIER. It was said to have cost about \$250,000. For a long time the builder of it had a bill before Congress for his relief, claiming that it cost him a considerably larger amount than the contract price; but that matter was settled some fifteen years or more ago, and my memory is somewhat hazy as to just how it came out.

The CHAIRMAN. Do you know if there are any more testing machines like it?

General CROZIER. There are other testing machines of similar style, but I think this still has the largest capacity of any in the United States.

The CHAIRMAN. Do you test stone as well as iron?

General CROZIER. Yes, sir; we have tested a great deal of stone with it.

The CHAIRMAN. Can you test wood in your testing plant?

General CROZIER. Yes; the test that is made of stone is usually a crushing test. We have crushed a great many blocks of stone and sometimes we have made a transverse test of a bar or slab of stone; but it is usually a crushing test. We make tests of structural steel and other metals all the time. We also test girders and built-up beams, these lattice struts supporting overhead structure. We put the whole strut in and test it all at once.

## WATERVLiet ARSENAL, N. Y.

### COAL SHED FOR LOWER SHOPS.

The CHAIRMAN. The next item is the Watervliet Arsenal, N. Y.

General CROZIER. That is the gun factory where we make our large and small cannon.

The CHAIRMAN. The first item is for coal sheds for the lower shops, \$3,500.

General CROZIER. The sheds that are there now are old and rotten, and they are worn out. They have been there for sixteen or seventeen years, at least this gun factory has been in operation as a gun factory for sixteen or seventeen years, and I think these sheds were built at that time, although I will not be positive. They are at least as old as that. They need replacing, and it is good business to replace them.

The CHAIRMAN. How much coal do you ordinarily store there?

General CROZIER. We have engines there of a capacity of about 400 or 500 horsepower. We only use them for reserve power, however, as most of our operating power is electric and comes from an outside corporation. The coal that will be necessary to run those engines for a short time and the coal that is used for heating purposes in the shops and about the quarters and storehouse is all that we need at the present time. I should say we do not need to store there more than a hundred tons at a time.

The CHAIRMAN. How do you arrive at the estimate of \$3,000 for coal sheds?

General CROZIER. That estimate is submitted by the commanding officer. He took into consideration the structure that he had there before, the character of it, and the kind of building that he intended to replace it by.

Mr. SULLIVAN. What is the character of the proposed structure and the dimensions of the same?

General CROZIER. That I will have to send you. I simply looked at the total sum there, \$3,500 for a coal shed, and it seemed to be reasonable, so I didn't go into it closely.

WAR DEPARTMENT,  
OFFICE OF THE CHIEF OF ORDNANCE,  
Washington, May 2, 1906.

SIR: Referring to my hearings of yesterday before the House committee in charge of the sundry civil bill, I have the honor to submit additional information in regard to the following items:

*Watervliet Arsenal.*

For repairs to coal bins at the gun shops.....	2,000.00
For replacement of the present wooden railway trestle to the coal bins at the gun shops.....	6,000.00
For coal sheds for the lower shops.....	\$3,500.00

The Watervliet Arsenal lies on the bank of the Hudson River, and is divided into two parts by the Erie Canal, which runs parallel with the river. The ground slopes toward the river and the earlier constructed arsenal shops lie in the portion between the canal and the river, and are known as the lower shops. The more modern buildings, which have been erected mainly since the year 1888, lie on the higher ground above the canal, and comprise what is generally called the gun factory.

The coal sheds at the lower shops and the coal bins at the gun shops are thus two separate structures, some distance apart; so placed for convenience and economy of transportation of coal from places at which stored to the shops at which it is used.

The coal shed for the lower shops is of wood, and was built in the year 1889. A railway runs past the end of it, and coal is unloaded from the cars to trucks, which run on a small railway along the roof of the shed. The shed is rotting away, and is on the verge of falling down, and there is danger of accident in running loaded trucks along the structure on top of the shed. It is designed to replace it by a better and more permanent structure, with brick or concrete walls, and of a capacity of something like 500 tons. The present sheds have a capacity of nearly 1,000 tons.

The coal bin at the gun shops is a structure with brick walls and wooden roof, and has a capacity of something like 1,500 tons. The truss work of the roof is of wood, and supports two parallel tracks, along which loaded cars are run, and from which the coal is dumped into the bins below. It is this roof which is rotting away, and which is in an unsafe and dangerous condition, and needs immediate replacement.

The cars are run onto the roof by means of a long inclined railway, supported on a wooden trestle. This trestle, as well as the bin, was erected about fifteen years ago, and the wood work is so rotted that it is unsafe. It is desired to replace it by a steel trestle which will be durable.

As in similar structures the greater portion of the expense is for the truss work of the roofs and inclined railway.

Very respectfully,

WILLIAM CROZIER,  
Brig. Gen., Chief of Ordnance.

HON. JAMES A. TAWNEY,  
Chairman Committee on Appropriations, House of Representatives.



Mr. SULLIVAN. What made it appear reasonable?

General CROZIER. I think the \$3,500 for a shed for a manufacturing establishment of that size is reasonable.

Mr. SULLIVAN. Of what size?

General CROZIER. Employing some 350 men and having a couple of large machine shops; having an enlisted force at present of 60 or 70 men who have barracks and quarters that have to be heated for a half dozen officers.

Mr. SULLIVAN. But you say this is the cost of the structure to which this coal shed is an appurtenance, without any knowledge whatever of the dimensions of the new structure or the character of the construction?

General CROZIER. I have the estimates of that, but I could not possibly carry the details in my mind as to all the places.

Mr. SULLIVAN. You have had these items before you and formed an opinion on them? You remember the opinion without the grounds for it?

General CROZIER. Yes, sir. I can furnish you those if you would like to have them. I can give you a closer estimate.

The CHAIRMAN. We would like to have them in case we are asked in the House why it is necessary to spend all that money to protect 100 tons of coal from the elements.

General CROZIER. I shall be glad to furnish you complete information about it.

#### REPAIRS TO COAL BINS AT THE GUN SHOPS.

The CHAIRMAN. The next item is likewise repairs to coal bins at the gun shops, \$2,000, making \$5,500 in all for coal sheds and repairs.

Mr. SULLIVAN. Will you send us those details, General?

General CROZIER. Yes, sir; about both items. About the coal sheds and the coal bins.

#### INCREASE OF WATER SUPPLY, ETC.

The CHAIRMAN. The next item is for increase of the water supply, \$3,000, and then for feed-water purifier for boiler plant at gun shop, \$2,000. Then the next is for repairs to steam-heating system, \$6,000, and the next for replacement of the present wooden railway trestle to the coal bins at the gun shops, \$6,000.

General CROZIER. Yes; and the next one is for oil house, \$1,500. That ends the items for that particular arsenal.

The CHAIRMAN. For increase of water supply; what is the necessity of increasing the water supply? Are you employing more men there and using more boilers than you did formerly?

General CROZIER. The pump we use there now is an old one. It has been in use for a long time and it is pretty well worn, and there is always a stringency of the water supply in the summer time.

The CHAIRMAN. What do you mean—a scarcity of water for fire protection or a scarcity of water for domestic purposes there?

General CROZIER. A scarcity of water for the general purposes of the arsenal. They have to be economical in the use of water—more so than is desirable.

The CHAIRMAN. Is that on account of lack of capacity of your pump, or lack of water supply?

General CROZIER. It is on account of lack of capacity of the pump and also lack of water for use for domestic purposes. There is an inadequate purifying process.

#### FEED-WATER PURIFIER FOR BOILER PLANT AT GUN SHOP.

The CHAIRMAN. This second item seems to indicate that the purifier is for the boiler plant.

General CROZIER. Yes; we need that for that also. We also have a purifier there for the water supply in general.

The CHAIRMAN. What is the chemical element in the water that corrodes your boilers? Or does it corrode the boilers?

General CROZIER. I think the principal trouble up there is lime. They have sediment in the boilers. There is nothing which has a particularly corrosive action on the boilers. There has been no complaint of that, but there is a good deal of deposit in it.

The CHAIRMAN. How long have you been using your boilers?

General CROZIER. This gun factory was appropriated for at something like its present capacity in 1888, and the construction of it commenced then, and within a couple of years they had it going something like it is now.

The CHAIRMAN. Something like fifteen years ago?

General CROZIER. Yes, sir.

The CHAIRMAN. Have you since that time renewed your boilers?

General CROZIER. We have not renewed them within the last five years. I could not speak of it before that. We have not had any new boilers in the last five years.

#### REPAIRS TO STEAM-HEATING SYSTEM.

The CHAIRMAN. The next item is for repairs of steam-heating plant, \$6,000. Is that steam-heating system in your operating plant?

General CROZIER. Yes; in the manufacturing plant. That consists of several buildings that are heated from a central location, and these pipes have been in use for a good while.

The CHAIRMAN. How much do you estimate there for steam pipes and how much for labor?

General CROZIER. That estimate is in my office. It was made pretty carefully. I sent it back two or three times to be gone over.

The CHAIRMAN. You do the labor yourselves?

General CROZIER. Yes; buy the material and do the work.

The CHAIRMAN. So that the cost of this would be entirely for material, would it not? The salaries and compensation of the men employed are paid out of the regular appropriation?

General CROZIER. No, indeed. They would be paid out of this appropriation. I would not charge the work of replacing that steam-heating plant to the manufacture of guns, or to any of the other manufacturing appropriations that run the arsenal. This will cover the material and labor, both, of making this renewal.

#### REPLACEMENT OF WOODEN RAILWAY TRESTLE.

The CHAIRMAN. For replacement of the present wooden railway trestle to the coal bins at the gun shops, \$6,000.

General CROZIER. That is an elevated trestle. The coal is handled by being run up on this trestle and dumped from the top.

The CHAIRMAN. Is it run up in steam cars?

General CROZIER. Yes; it is run up in steam cars.

The CHAIRMAN. What is the present condition of the trestle? I see in the note here that it was erected about fifteen years ago, and needs to be replaced at the earliest practicable date. If that is so, it ought to be replaced.

General CROZIER. Rotting is the principal trouble, as it is with all wooden structures.

#### OIL HOUSE.

The CHAIRMAN. The next item is for oil house, \$1,500.

General CROZIER. That is a house for the storage of oil used in machine operations. One of the great difficulties is that it is hard to prevent men from leaving oily waste about, and that is liable to spontaneous combustion. If that is going to take place, we would prefer to have it in a building by itself.

The CHAIRMAN. How much oil do you store at this place?

General CROZIER. I think this little house is arranged for the storing of 6 or 8 barrels, and part of the expense comes from the convenient methods that are used for drawing it off and avoiding waste and drippings.

#### MANILA ORDNANCE DEPOT, PHILIPPINE ISLANDS.

The CHAIRMAN. Now the next item is ordnance depot, Manila, P. I.; for one powder magazine, \$8,000. Please explain the necessity for that. Have you a magazine there now?

General CROZIER. No, sir; we have none there now that is proper to use at all. We have had this powder stored in casemates in the ordnance depot itself. That is right in the center of the town—the center of the most built-up portion of the town—and we can not keep it in there any more. By an arrangement with another part of the Army we have a place out on the Fort McKinley Reservation, which is up the Pasig River a few miles, where they have built a new post recently. They have allowed us to put our powder magazine there, to be issued from when needed. There are two or three other places where there are powder magazines that we took over from the Spaniards when we got the islands, but we can not prevent people from getting at them. They are in places where we can not guard them, and we propose to have this one as the only one.

#### REMOVING OLD CASEMATES.

The CHAIRMAN. The next item is "For removing old casemates within the old city wall fronting the Pasig River, at Manila, P. I., and providing necessary storage for artillery, \$9,000."

General CROZIER. Those old casemates at one time held guns for defending the mouth of the Pasig River. They have long ceased to be used for that purpose, and they occupy valuable space in this ordnance depot, where we are in a crowded locality and need the space. We intend to do away with the arches and partition walls of the casemates and replace them with a gun shed. We have out there now a

reserve supply of mobile artillery—field artillery. It stands out in the open, and that is a destructive climate for things of that kind to stand out in, and such things ought not to stand out in the open in any climate. We intend to use this space for building sheds principally to protect this material.

### REPAIRS OF ARSENALS.

Mr. SMITH. The General said he wanted to increase under the next item, and I suppose that is the most important item we have got.

General CROZIER. Yes. That is \$125,000. I would like to make an explanation about that. When the army bill was under consideration in the House of Representatives objection was made to the authority which was carried with several of the items of appropriation to use the money appropriated for machinery to manufacture the articles for which money was given. Objection was made to that language, that the machinery was within the jurisdiction of the Appropriations Committee and not within the jurisdiction of the Military Committee, which could give the money for operating the machinery to produce the articles, but not for the machinery itself or for its maintenance or repair and the purchase of such new machinery as might be necessary. The point of order was sustained, and that language went out on three different items.

One item was for ordnance stores and ammunition, another one was for target practice and materials and ammunition necessary therefor, and the third one was for ordnance stores and supplies, which constitute the equipment for troops and that class of material. When this language went out it was assumed that a certain part of the money appropriated would not be needed because it no longer could be used for machinery, and there was taken from the item for "Ordnance stores, ammunition" \$9,000, and from target practice \$200,000, and from ordnance stores and supplies \$85,000, making an aggregate of \$294,000, by which amount the bill was cut down below the amount recommended by the committee. That is, there was taken out the amount I was expected to use for this purpose of maintaining the plant in good condition and buying such new machinery as is necessary occasionally to meet the varying orders. But the sums taken from the appropriations were in excess of those I needed for this purpose or contemplated the use of. So I asked the Senate Committee on Military Affairs in considering that bill to put back a portion of these reductions.

Of the \$9,000 which was taken from the appropriation for "Ordnance stores, ammunition," I asked them to put back \$4,000, leaving it still \$5,000 short. Of the \$200,000 taken from the target-practice appropriation I asked them to put back \$100,000, leaving that \$100,000 short. In the item for "Ordnance stores and supplies," of the \$85,000 which was taken out I asked them to put back \$50,000, leaving \$35,000 short. Now, these sums of money—

The CHAIRMAN. What is the total, or what is the difference between what was taken out in the House and the amount which has been put back by the Military Committee of the Senate?

General CROZIER. The amount still short, which I have not asked the Military Committee of the Senate to put back, is \$140,000. They

have not yet taken action. I asked them to put back \$154,000 out of \$294,000 that was taken out. Therefore the difference is \$140,000.

Mr. SMITH. It makes no difference what is put in there. These are estimates of what you need for machinery, are they not?

General CROZIER. Yes; these are the estimates of what I need to keep up this plant and buy machinery for this purpose, and do all that part of the work with the machinery which goes to the maintenance of the manufacturing plant.

Mr. TAYLOR. Independent of any action on the part of the Senate in regard to the other bill, you need that anyhow?

General CROZIER. Yes; if I do not get it on the manufacturing appropriation, where I originally asked for it, and where the House Committee on Military Affairs intended me to have it, I should get it somewhere else.

Mr. TAYLOR. Could this be used to cover such unforeseen expenditures as accidents, under this item of machinery?

General CROZIER. Yes; it could cover that.

Mr. SMITH. Under the word "improvements?"

General CROZIER. Yes; or under repairs to machinery.

The CHAIRMAN. Do you expect to meet the requirements of machinery out of this appropriation?

General CROZIER. Yes, sir.

The CHAIRMAN. Have you heretofore met these requirements out of this appropriation?

General CROZIER. No, sir; heretofore I have not. I have heretofore met them from manufacturing appropriations. I think the best place to meet them from is from the manufacturing appropriation. I think the cost of material manufactured is best ascertained in that way when the maintenance of the plant is kept along at a rate depending upon the amount of work that you have to do with it. I think that more nearly accords with the method of private manufacturers.

The CHAIRMAN. When you have a machine shop fully installed for the manufacture of ammunition or for the manufacture of any other war material, and have running all the machines in that shop that you can conveniently and economically operate, the life of those machines is from ten to fifteen years, is it not?

General CROZIER. Yes, sir; I should say that was a reasonable life.

The CHAIRMAN. If you are not manufacturing all the time, why should the authority for the appropriation of money and for the manufacture of ammunition carry every year an appropriation for additional machines?

General CROZIER. If you take the life of a machine as fifteen years, the larger figure you mentioned, there would be one-fifteenth of that, or 7 per cent of it, for deterioration each year. That would mean that 7 per cent of this money would have to go to deterioration only to keep these machines up.

The CHAIRMAN. These are machines that are constructed out of the highest and best qualities of material and best qualities of steel and cast iron, and their parts are finished so completely that there is scarcely any perceptible depreciation in the lathe or the shaper or any of the machines in the ordinary machine shop?

General CROZIER. The depreciation which takes place in a machine can be better described as obsolescence than actual deterioration of the machine itself.

The CHAIRMAN. That may be, but I do not see that the machines in the manufacture of ammunition such as are used in first-class machine shops are very apt to become obsolete. You have the same lathes to-day that you had fifty years ago, practically.

General CROZIER. Oh, no, sir; we have a very different affair.

The CHAIRMAN. There are some new attachments on the lathes, but the lathes themselves are on the same principle?

General CROZIER. Yes; they are on the same principle, but the turret lathe, which is common in machine shops now, was not known. I think, fifty years ago. We are continually having to put in new machines, which pay for themselves in a short time on account of the saving of labor. We are continually receiving new classes of orders, and it is perhaps necessary to install machinery in another part of the shop and to operate machines that are arranged for a sort of work that is more or less new.

For example, a different class of fuse is made, or some instrument designed to effect an entirely new purpose; and all classes of machines, such as are used in making small articles—and large articles, too, for that matter—are being continually replaced by better machines, and the best fund for doing it, in my opinion—I should defer to the rules that the House has established for the transaction of its business—the best way for making that appear in the cost of material would be to have it paid for out of the manufacturing funds. But the other method has been indicated as the one which is preferred, and therefore I have fallen in with it, and I have not asked the Senate to put back the language that would allow me to use that money for this purpose.

Mr. SMITH. We have been induced to believe that these machinery items in there were small as compared with the amount of the appropriation.

General CROZIER. We will see if they were. This first appropriation, ordnance stores and ammunition—that appropriation was for \$629,000. The House of Representatives reduced it by \$9,000, and I asked them to put back \$1,000, leaving it still \$5,000 short. In the other item, the item for small-arms target practice, there was \$1,200,000 appropriated for the target practice expenditure. That was cut down \$200,000. I asked that \$100,000 be put back—that is only one-twelfth.

Mr. SMITH. That is, out of the appropriation every year—every time you get a piece of machinery—it is there for several years. Do you think your machinery cost would amount to 7 or 8 per cent of the cost for everything you produce?

General CROZIER. It would amount to very nearly that, Mr. Smith.

Mr. SMITH. I had not dreamed that it did. We had this matter slightly under consideration under the fortification bill—that is, the subject was mentioned here, and I had an idea that after you got full equipment once it was a merely nominal percentage after that of the total product. I do not think there is a manufacturing plant on earth that has a regular standing expense on machinery of 8 or 10 per cent of its output.

General CROZIER. I think you should charge off 8 or 10 per cent for the machinery every year.

Mr. SMITH. I am not talking about 8 or 10 per cent of the machinery, but of the total output. That is very different from the 8 or 10 per cent of the machinery.

General CROZIER. That would depend on the establishment. In some places where the output was large, compared with the value of the machinery, it would be different from where the reverse would be the case.

The CHAIRMAN. The amount of depreciation depends on the character of the machinery used in the manufacturing plant. Take this in a machine shop which uses only the very best quality of machinery—machinery that is finished almost to perfection. The depreciation in that class of machinery can not be compared with the depreciation of machinery in other or inferior manufacturing establishments.

General CROZIER. It is not only the deterioration, but the necessity of replacing it by better machinery. In this next item, for ordnance stores and supplies, where I asked for \$1,185,000, I have left here, not put back, only \$35,000. That is a very small percentage.

The CHAIRMAN. What is the total amount you want this item increased to in consequence of this change?

General CROZIER. In consequence of this change I will ask you to double it, making it \$250,000.

Mr. TAYLOR. Repairs of arsenals?

General CROZIER. Yes, sir. I will let that include something else—

Mr. SULLIVAN. I wanted to ask if General Crozier would send up, so as to be put in the record, a brief description of these tests at Watertown Arsenal—the tensile, the transverse, and the crushing tests.

The CHAIRMAN. Yes; in connection with the question I asked.

Mr. SULLIVAN. Yes; so that we can understand it.

The CHAIRMAN. We would like to have full information. It will be time enough if you can get it in a week or ten days. We would like to have the information as fully as possible as to the operation of that plant, in view of the pressure that is brought to bear for an independent institution.

General CROZIER. Very well.

The CHAIRMAN. You were saying that you would include some other items in this \$250,000 in addition to those that were taken out of the army appropriation bill?

General CROZIER. I was going to say that you will see that these items are of the same class as that Rock Island item that we talked about for a moment, which I asked you to increase from \$10,000 to \$25,000. If you will add that \$25,000 to this and make it \$275,000 the whole thing would be lumped together, and you could leave it out as a special item. That, however, is just as you may choose about it.

The CHAIRMAN. In regard to machinery, have you in your office at this time any information or data that shows that there will in the next fiscal year be a necessity for purchasing any additional machinery at these arsenals where you have been authorized to manufacture certain things and where an appropriation has been made for the manufacture of ammunition, etc.?

General CROZIER. I have not got the distinct estimates for the specific items of machinery that I want to have purchased.

The CHAIRMAN. Then it is merely a guess on your part, based upon your idea that there will be some depreciation and some necessity for additional machinery?

General CROZIER. Yes; which necessity always arises in this class of work.

The CHAIRMAN. You have at the present time no demand for any additional machinery in consequence of this work that you will be authorized to do by the next army appropriation bill, have you?

General CROZIER. I have had a few of them, which I have turned down, because I expected to supply them out of this appropriation but I have not demands which would amount to this sum that I spoke to you about.

The CHAIRMAN. Do you know how much was included in the current appropriation bill for the manufacture of ammunition, etc.—how much was included in that appropriation bill for machinery for this year, and how much of it has been expended?

General CROZIER. You mean the year 1906?

The CHAIRMAN. Yes.

General CROZIER. I have these records, but I have not got them with me.

The CHAIRMAN. Can you give us the amount appropriated in the current appropriation bill for the purposes for which you now ask an appropriation, and the amount that has been expended for this purpose in the current or the last fiscal year? That would give us some idea of what would be required in the coming year.

General CROZIER. You remember it was not appropriated for that specific purpose. I have been using these manufacturing appropriations.

The CHAIRMAN. How much have you used out of this appropriation during the current year and the fiscal year 1905?

General CROZIER. I can get those figures and give them to you.

WAR DEPARTMENT,  
OFFICE OF THE CHIEF OF ORDNANCE,  
Washington, May 2, 1906

SIR: In accordance with the request of the subcommittee in charge of the sundry civil bill, at my hearings before it of yesterday, I have the honor to inform you that the total expenditure thus far made in the current fiscal year at the manufacturing establishments of this Department, from appropriations carried by the army bill, for the purchase, alteration, repair, and improvement of machinery, ganges, dies, tools, jigs, furnaces, measuring instruments, power appliances, fixtures, motors, trucks, etc., is \$113,745.32.

In addition I have had demands for the allotment of funds which would be chargeable either to the above appropriations or to the appropriation for the repair and improvement of arsenals, but for which I have not been able to make allotments for expenditures, amounting to \$45,588 for the same year. All of these have been for objects whose importance has been such that I would have authorized the expenditures if funds had been available, and which I hope may be met by appropriations for the next fiscal year.

None of the above items are included among those which, as I stated in my hearings before your subcommittee, were comprised in the estimates submitted from the establishments of this Department but cut out by me in submitting the estimates to Congress, whose cost amounted to 68 per cent of the aggregate amount presented to me.

Very respectfully,

WILLIAM CROZIER,  
Brigadier-General, Chief of Ordnance

HON. JAMES A. TAWNEY,  
Chairman Committee on Appropriations,  
House of Representatives.



WEDNESDAY, *May 2, 1906.*

SPRINGFIELD, MASS., ARSENAL.

**STATEMENT OF HON. FREDERICK H. GILLETT, A REPRESENTATIVE FROM THE STATE OF MASSACHUSETTS.**

The CHAIRMAN. We had General Crozier before us yesterday for the purpose of securing information concerning estimates of his department in the various arsenals, and among them is the Springfield Arsenal. You requested to be heard on this item, page 181, in regard to street through the Government reservation.

Mr. GILLETT. Yes; I am sorry I could not be here yesterday while General Crozier was here.

The Springfield Arsenal is situated right on the brow of a hill, the loveliest position in the city of Springfield. Gradually, in past years, the city has extended, so that now the arsenal, which is on the hill brow—the grounds being about a half a mile one way and a quarter of a mile the other—is surrounded on every side by the nicest residence part of Springfield. The Government inaugurated the policy when it first started the arsenal of owning the streets around it and through it. There are one or two streets which run through it; and on three sides of it the Government owns the fee of the streets.

The CHAIRMAN. Full width, are they?

Mr. GILLETT. Full width—the streets and the sidewalk; and although these streets are right in the residence part of the city, the Government has always owned them and kept them in repair.

I remember when I first came before the committee during my first term in Congress to get the streets repaired, I was asked the question why the Government wanted to own them, and why not give them to the city. I was obliged to reply that I did not know why. I went to the War Department to ascertain why they did not want to give them up, and found that such a suggestion did not meet with favor. Since I have been there, every street has been remacadamized, and now Pearl street, which is the street on one side of the arsenal—and which I think was macadamized about ten years ago—is badly worn. I was taken over it last fall and noticed that it was in very bad condition. It certainly ought to be repaired. It is on the slope of a hill all the way, so that the water wears it badly. It is one of the finest streets in the city, it is very much in need of repair, and I am informed that it will cost \$2,500 to macadamize it. So my request is to have an item inserted in the bill of \$2,500 for macadamizing Pearl street, owned by the Government.

The CHAIRMAN. Will you prepare an item, Mr. Gillett, as you are familiar with the location, and give it to the clerk?

Mr. GILLETT. I will.

Mr. TAYLOR. Is that the street that goes clear through the center of the arsenal?

Mr. GILLETT. That street simply bounds the arsenal; it is alongside of it.

Mr. TAYLOR. There was a proposition here for the Government to pave a street running through the center, to improve it and widen it to meet the width of the other streets.

Mr. GILLETT. I have not heard of that suggestion.

Mr. TAYLOR. If Congress should authorize the cession of the streets to the city would the municipality accept them and take care of them?

Mr. GILLETT. At this time ten years ago, when I first brought the matter up and was a new member, it was a new proposition, and I corresponded then with the mayor of the city, and they would have been glad to do it at that time.

The CHAIRMAN. Who cares for these streets?

Mr. GILLETT. The Government upon the Government reservation.

The CHAIRMAN. Are they kept clean by the Government or does the city clean them?

Mr. GILLETT. The city sprinkles them; that is, the city sprinkles the streets and charges it up to the abutters.

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TUESDAY, May 1, 1900.

## BUILDINGS AND GROUNDS IN AND AROUND WASHINGTON.

### STATEMENT OF COL. CHARLES S. BROMWELL, SUPERINTENDENT OF PUBLIC BUILDINGS AND GROUNDS.

The CHAIRMAN. Colonel, will you give, in a brief way, to the committee the extent of your jurisdiction, your work here, in connection with public buildings and grounds of the city?

Colonel BROMWELL. The only public building that I have is the White House. The public grounds that I have are some 300 reservations of various sizes, located mostly within the old limits of the District. They vary in size from the Mall and Potomac Park, containing some six or seven hundred acres, to the small triangles containing only a few thousand square feet.

The CHAIRMAN. How much is contained in Potomac Park?

Colonel BROMWELL. About 650 acres.

Mr. TAYLOR. That is not a part of the Mall?

Colonel BROMWELL. No; it is being reclaimed gradually by dredging from the river, and probably 100 acres have been thus far reclaimed sufficiently for park purposes, but eventually it will all be reclaimed.

The CHAIRMAN. You have control of no other building besides the White House, and the grounds over which you exercise control are the Government reservations within the District of Columbia? Have you all of the Government reservations excepting the Mall?

Colonel BROMWELL. No; I haven't all of the Government reservations. Rock Creek Park, the Zoological grounds, the Botanic Gardens, and the Agricultural grounds are the largest reservations which are not under my jurisdiction.

Mr. TAYLOR. Have you any part of the Mall?

Colonel BROMWELL. I have charge of the Smithsonian grounds and the Monument grounds and the Potomac Park annex.

The CHAIRMAN. How many employees have you under your control?

Colonel BROMWELL. In the office I have about 8 permanent employees—clerks, draftsmen, assistant engineers, and so forth. In the gardens I have about 20 gardners, and 20 to 40 laborers, dependent upon the season of the year, as they are put on or taken off as the necessities of the work require. Then I have in the parks anywhere from 70 employees, who are kept on all the year round, up to 350, who may be put on during the summer, as the work requires.

Mr. SULLIVAN. How many draftsmen have you in the office?

Colonel BROMWELL. Just 1.

Mr. SULLIVAN. How do you employ him?

Colonel BROMWELL. He is really carried as an assistant engineer and draftsman.

Mr. SULLIVAN. What does he do?

Colonel BROMWELL. He works up the designs for any public improvement located in the parks or in the grounds or buildings; he designs any architectural work that may come up. He is of assistance in suggesting ideas, working out plans, and working up the finished drawing.

Mr. SULLIVAN. He is employed on new work that arises from time to time?

Colonel BROMWELL. New work as it arises, or any modifications of old work. Of course the park improvement is not a permanent thing. We find changes desirable, and he may take up a reservation which has been improved in a certain way and suggest certain modifications.

Mr. SULLIVAN. When you refer to building that he has to do with, what sort of building do you mean?

Colonel BROMWELL. The White House is about the only building; the repairs and modifications necessary in the White House. Of course he is available for small modifications.

Mr. SULLIVAN. Does he draft the plans for improvements of the White House?

Colonel BROMWELL. Yes.

The CHAIRMAN. Are there any policemen under your jurisdiction carried in this bill?

Colonel BROMWELL. No, sir; they are carried in the legislative bill. I have 33 park policemen.

#### GROUND SOUTH OF EXECUTIVE MANSION.

The CHAIRMAN. The first specific item on page 137 is "For improvement and maintenance of grounds south of the Executive Mansion." Your estimate for the next fiscal year is the same as the current appropriation. Is the change in the language recommended here, recommended by you or by him—I mean striking out the words "Executive Mansion" and insert "White House?"

Colonel BROMWELL. The last two or three years we have always used the term "White House" in lieu of Executive Mansion.

The CHAIRMAN. You have always recommended it to Congress, but Congress has never inserted it. I did not know whether this was your recommendation or somebody else's; and if so, whose recommendation it is.

Colonel BROMWELL. I think I probably used the words "White House," because in all of our correspondence and all reference to the Executive Mansion we call it the "White House."

The CHAIRMAN. But the law recognizes it as the Executive Mansion, and has always since the foundation of the Government.

Colonel BROMWELL. I have no predilections, except that it is called the "White House," and the stationery we use is headed in that way.

Mr. TAYLOR. Has there been any special suggestion from the President that this change be made since you have been in office?

Colonel BROMWELL. No, sir.

#### CARE OF GREENHOUSES AND NURSERY.

The CHAIRMAN. The next item is "For ordinary care of greenhouses and nursery." Your item for next year, of \$2,000. is the same as the current appropriation. Do you think that will be necessary here, or do you recommend that because the current appropriation is \$2,000?

Colonel BROMWELL. No; every bit of that will be necessary.

#### LAFAYETTE PARK.

The CHAIRMAN. The next is "For ordinary care of Lafayette Park, \$2,000."

Mr. SULLIVAN. Does that include all the items for care—both labor and material—of Lafayette Park?

Colonel BROMWELL. Yes, sir; that estimate is arrived at in this way: We will have one foreman the year round, at \$2 a day; we will have three laborers for eight or nine months, and one laborer for about four months; and then some miscellaneous materials, sod, seed, and sand, and such as that, will make up the balance of the \$2,000.

#### FRANKLIN PARK.

The CHAIRMAN. The next item is for the care of Franklin Park. \$1,500, or \$500 more than the current appropriation.

Colonel BROMWELL. That is \$500 in excess. I estimate that I need that extra \$500. Franklin Park is almost as large as Lafayette Park, and requires almost as much care. I spend \$2,000 in taking care of Lafayette Park, and I have had \$1,000 for Franklin Park. The extra \$500 can be expended to good purpose.

The CHAIRMAN. Was there anything in the care of Franklin Park neglected last year on account of not having money enough?

Colonel BROMWELL. I don't know that it has been neglected, but labor has been diverted there from other things which ought really to be paid for from funds for that park.

Mr. SULLIVAN. Is that the entire cost of maintenance?

Colonel BROMWELL. Of Franklin Park; yes, sir.

Mr. SULLIVAN. Including labor and supplies?

Colonel BROMWELL. I estimate that two laborers ought to be employed there all the year round, and two laborers half of the year, and \$35 or \$40 for sod and seed and things of that kind.

Mr. SMITH. Where do you get the money for walks?

Colonel BROMWELL. A special appropriation for walks in general.

The CHAIRMAN. What is the acreage of that park?

Colonel BROMWELL. About  $4\frac{1}{2}$  acres. It occupies an entire block.

The CHAIRMAN. Do you need two men there the year round to take care of it? What do they do in the winter time?

Colonel BROMWELL. They keep the walks clean—sweep them—picking up papers and all sorts of things.

The CHAIRMAN. You have two policemen there, too, have you not?

Colonel BROMWELL. But they do nothing of that kind; they are watchmen. Those parks are frequented by people, and papers and trash are dropped there, and to keep the park looking well we must have somebody to follow behind and keep it clean.

The CHAIRMAN. Then, the \$500 is needed to enable you to employ one more man in taking care of the park permanently?

Colonel BROMWELL. That would practically be one more man. Those men are paid \$1.50 a day.

#### LINCOLN PARK.

The CHAIRMAN. The next item is the "Improvement and care of Lincoln Park," and your estimate is the same as that for the current year—\$2,000. What is the area of Lincoln Park; is it as large as Franklin Park?

Colonel BROMWELL. I think a little larger—about  $6\frac{1}{2}$  acres.

Mr. SMITH. Both longer and narrower, is it not?

Colonel BROMWELL. Yes. It is a little longer, and not quite so wide. I think the area is a little greater.

#### MONUMENT GROUNDS AND ANNEX (POTOMAC PARK).

The CHAIRMAN. The next item is "For care and improvement of the Monument Grounds and annex. \$7,000." Do you know what change there has been, if any, in the work of taking care of these Monument grounds and the annex that necessitated that increase of \$2,000 from 1903 to 1904? Prior to 1904 the appropriation for the care of those grounds was \$5,000. Since that time it has been \$7,000.

Colonel BROMWELL. The care of the Monument grounds also includes the annex. That is the part along the continuation of Seventeenth street, which Colonel Bingham constructed. I believe that there was \$5,000 for the Monument grounds proper east of Seventeenth street, and the extra \$2,000 was for the care of the new park that had been added [explaining on map to the committee].

The CHAIRMAN. About how many acres are there in the annex of the grounds?

Colonel BROMWELL. About 10 acres in the annex.

The CHAIRMAN. Is the annex planted with trees and shrubbery?

Colonel BROMWELL. Yes, sir; it is highly improved.

The CHAIRMAN. I understand there is a sewer running out to the Potomac down there, beginning near the new George Washington University grounds. Has there been any controversy between the District Commissioners and the officials of the Government with respect to the jurisdiction over that sewer?

Colonel BROMWELL. No, sir; there is no conflict at all. They have the right of way over that ground, and when the time comes I shall recommend that it be covered up; but I don't think that it is necessary this year. I shall probably recommend it next year. But I would try to have Colonel Biddle recommend it in the usual way, because it is really something that does not concern me at all. I will call attention simply to the fact that it should be covered up, but

that ground is low and not ready for park treatment; so I feel that there is no need for my taking any active steps in regard to it until it is ready for park treatment.

Mr. SULLIVAN. It would be perfectly absurd to finish up the park when that open sewer is there.

Colonel BROMWELL. That is true. I can not take that up until the ground is ready, and that can only come when the dredging is sufficiently deposited there.

#### RESERVATION NO. 17.

The CHAIRMAN. The next item is for improvement, care, and maintenance of reservation No. 17, and site of old canal northwest of same. Your estimate there is the same as the current year—\$2,500.

Colonel BROMWELL. Yes, sir; that is Garfield Park. Half of it has been taken by the Pennsylvania Railroad, and I think Mr. Woods proposes to take a portion of what is left for a power plant.

Mr. TAYLOR. I suppose the railroad takes that under the last legislation providing for the new general depot and the change of grade.

Colonel BROMWELL. Yes, sir.

Mr. TAYLOR. That was a portion of the consideration that the Government allowed.

Colonel BROMWELL. Yes.

The CHAIRMAN. Why do you recommend the omission in this item of the words "provided that no part thereof shall be expended upon other than property belonging to the United States?"

Colonel BROMWELL. I did not see any necessity for that. I don't propose to spend it on property that does not belong to the United States.

#### MISCELLANEOUS EXPENSES OF RESERVATIONS.

The CHAIRMAN. The next item is for the construction and repair of post and chain fences, repair of high iron fences, etc., \$16,050, which is the appropriation for the current year. Do these chain fences and other things mentioned in this item deteriorate to some degree every year?

Colonel BROMWELL. Yes; they have to be painted once or twice every year, in the spring and fall, to keep them in a presentable condition all the time.

#### IMPROVEMENT AND MAINTENANCE OF VARIOUS RESERVATIONS.

The CHAIRMAN. The next item is for improvement, care, and maintenance of various reservations, including purchase, maintenance, and driving of horse and vehicle for official use of the officer in charge of public buildings and grounds, etc., \$25,000. How much of that was expended for improvement, care, and maintenance of various reservations?

Colonel BROMWELL. That item covers the improvement of all reservations which are not specifically provided for otherwise.

The CHAIRMAN. How much of that do you expend for that purpose?

Colonel BROMWELL. I should say probably \$24,000.

The CHAIRMAN. Have you a statement of expenditures?

Colonel BROMWELL. I haven't here; no, sir. The only other charge that is made against that is for the maintenance and driving of horse and vehicle. I have a horse for myself, and the assistant engineer and the landscape gardener have each a horse. Those are the only items which come out of that appropriation that are not devoted directly to labor and material for those reservations. In that connection I would like to suggest that the wording of that be changed to provide "for the necessary use of horse and vehicle, and necessary horseless vehicles."

The CHAIRMAN. Automobiles?

Colonel BROMWELL. Yes. The Comptroller has decided, I think, upon application of Mr. Woods that the wording of this, "horses and vehicles," will not permit the purchase of an automobile. I think that I can economize very considerably in the cost of maintenance by using an electric automobile. I would get the power from the power station for the Monument, which will cost nothing. The electrical engineer has to be paid anyway; he can take care of it, and it will enable me to keep the vehicles in the basement of the storehouse, doing away with the maintenance of the stable, and enable me to tear down the old stable back of the President's stable.

The CHAIRMAN. Is your purpose to purchase three automobiles?

Colonel BROMWELL. I would purchase them as the horses wore out. This inspection work is very hard on the horses, and they don't last very long; and as the assistant engineer's horse gives out, and he states that it will be necessary to replace his horse very shortly, I would purchase an automobile, and when my horse gives out I will get another one.

The CHAIRMAN. What can you purchase an electrical automobile such as you require for?

Colonel BROMWELL. From \$750 to \$950, one of those small runabouts. The cost of maintenance would be practically nothing. I have the necessary current to charge them from the power station at the Monument, and the electrical engineer can look after them and keep them in order.

There is another thing; of course all I want is to have the wording changed so that I may be authorized to purchase. I have still, before I can purchase it, to present sufficient arguments to the Chief of Engineers to get his authority. I can not go out and purchase it simply because it is authorized here.

The CHAIRMAN. The Chief of Engineers of the War Department?

Colonel BROMWELL. Yes, sir.

The CHAIRMAN. Out of that fund will the payment be made?

Colonel BROMWELL. From the same appropriation. I still will have to present sufficient reasons to him before the purchase would be authorized, but unless the wording is changed so as to include it, he would not be authorized to allow me to purchase, because the Comptroller has decided that the purchase of a horse and vehicle means a horse and ordinary vehicle; it does not mean any other kind of vehicle. That is the usual acceptance of the term. If the wording had been a "horse or vehicle," I think the Comptroller would allow it.

Mr. SMITH. I wanted to inquire why this language "lamps and lamp-posts" is not a requirement in this provision with reference to both gas and electric lights that those should be furnished by the

company. Isn't that all required to be done by the gas or electric light companies?

Colonel BROMWELL. In our contract last year we required them to paint the lamp-posts.

Mr. SMITH. Do you make a separate contract with them?

Colonel BROMWELL. No. In the proviso for the lighting it requires, in addition to furnishing gas and lighting, that they shall also paint them.

Mr. SMITH. Does the United States, for the parks, have any separate contract for the lighting independent of the general provision for the District?

Colonel BROMWELL. Yes; we make our own contracts.

Mr. SMITH. Under what item is that?

Colonel BROMWELL. The item later on for lighting the parks.

Mr. SMITH. What has been your practice as to following in that respect the District of Columbia rates.

Colonel BROMWELL. We follow those rates.

Mr. SMITH. If Congress gets one rate, you get the other.

Colonel BROMWELL. I would not accept a rate from an outside bidder which was much in excess of what the District was paying. I might accept one slightly in excess, because our park lamps are more distributed. We might pay 50 cents per light per year more than the District would and still pay a fair rate; but I would not pay more than that. We have a smaller number of lights distributed all over, and, of course, it costs a little bit more to take care of those lights. But I follow the District very closely. Last year I paid exactly the same as the District. That item refers to painting of lamp-posts. That \$16,000 was divided up in our estimate so as to give the proper proportion to each one of those items.

#### SMITHSONIAN GROUNDS.

The CHAIRMAN. The next item is, "For improvement, care, and maintenance of Smithsonian Grounds, \$3,500." Your estimate for that is \$1,000 in excess of the current appropriation.

Colonel BROMWELL. That is for that additional 58 acres of ground there, and we find that \$2,500 does not keep them up in a creditable condition.

The CHAIRMAN. Will you explain how you can keep up 58 acres of ground such as the Smithsonian grounds are with practically the same character of improvements as are contained in these parks which contain anywhere from 5, 10, or 15 acres, at practically the same cost as the others?

Colonel BROMWELL. The Smithsonian grounds are not so highly improved. There is a greater proportion of grass and tree space there that only require cutting. The smaller parks have numerous flower beds, the flowers having to be planted at the proper season of the year and taken care of; and then we must have what we call "show places," like those in Lafayette and Franklin parks. We pay particular attention to those. Of the Smithsonian grounds, there is a large percentage of the 58 acres that is grass space.

Mr. SULLIVAN. You have a succession of flower displays throughout the season?



Colonel BROMWELL. So far as we can. The plants have to be raised and transplanted.

Mr. BROWNLOW. Referring again to that open sewer that you spoke of, I understand that the traveling public passes within about 100 feet of it. Is not that a disease-breeding affair?

Colonel BROMWELL. I think the District intends to use that, not to discharge the sewage itself, but simply the rain-water discharge—the surface water.

Mr. BROWNLOW. But I am talking about what is there now. Isn't it a disease breeding affair?

Colonel BROMWELL. Yes; I should think it was, but there are no people living, I think, in the immediate vicinity that are affected right now. But in the course of a year or so the George Washington University will begin to put up elaborate buildings there, and it should then be taken care of. The appropriation for that should, as I say, be carried under the authority of the District Commissioners rather than under my appropriation. I can simply call attention to the desirability of covering it up, and I did try to get Colonel Biddle to submit an estimate for it, but I think he did not feel that it was quite time.

#### JUDICIARY PARK.

The CHAIRMAN. The next is for the improvement, care, and maintenance of Judiciary Park, \$2,500. What is the area of that park, and where is it?

Colonel BROMWELL. That includes the grounds around the Pension Office. It is 3 squares long and 2 squares wide, and contains about 20 acres.

In that connection I have a letter from the Secretary of the Interior requesting that the walks and approaches leading to the Pension Building be repaired and replaced. He states that they are very badly damaged and should be replaced at once. I have submitted here an estimate of \$6,000, which I ask to have inserted "for replacing the walks and approaches to the Pension Office building, Judiciary Park, \$6,000." It is asked for by the Secretary of the Interior, and the Secretary of War recommends it; and I was directed to bring it to the attention of this committee.

The CHAIRMAN. Have you examined the walks to ascertain whether or not they are in such condition as to need reconstruction?

Colonel BROMWELL. No, sir; I did not, because I got this letter late yesterday afternoon. I had the assistant engineer go down and he reported on the matter this morning.

Mr. SMITH. Why do you lay asphalt walks in all of these parks?

Colonel BROMWELL. I have not been laying any since I have been here. I think the cement walks are an improvement. I have resurfaced the existing walks, but I haven't laid any new ones; I prefer the cement. The assistant engineer reports that it will be necessary to take up 2,000 square yards of old walk and replace it with cement walk, at \$1.50 per square yard; and take up 1,500 square yards of asphalt and relay that asphalt at \$2 per square yard. Six thousand dollars will be the total amount.

Mr. SMITH. You propose to put the asphalt on the driveway?

Colonel BROMWELL. The roads approaching the building.

Mr. SMITH. But you propose to replace some of the asphalt. Do you intend to do that upon the driveways or upon the walks?

Colonel BROMWELL. I think that is probably the driveway. The price will be \$1.50 per square yard, or 16 cents per square foot. I find that the area of Judiciary square is 19.8 acres, practically 20 acres. Franklin square is 4.6 acres. Lafayette square is practically 7 acres, and Lincoln Park is 6.5 acres.

#### ASPHALT AND OTHER WALKS IN VARIOUS RESERVATIONS.

The CHAIRMAN. Your estimate for walks for the next fiscal year, I see, is the same as the current appropriation, and it has been the same since 1896.

What have you been paying per yard for asphalt walks, and for cement walks, and any other walks? If you haven't that information, I would like to have you put it in for use of the committee.

Colonel BROMWELL. In repairing asphalt walks the bids received this spring were \$12 a cubic yard for the body of the asphalt and \$23 per cubic yard for the surfacing.

Mr. SULLIVAN. How deep is the walk—the body of the walk?

Colonel BROMWELL. In repairing the walk, where you simply cut out the bad places, the surface is about an inch. Anything below an inch we fill with body, whatever may be the depth. I suppose the asphalt walk was originally about 4 inches thick. This is just for repairs in small quantities. For instance, in a hole in a walk in one park they cut and fill the body to bring it up to the level. Of course this would be very much greater than the price for a new walk, because it is just patching. I don't know what the prices for new walks are, because I haven't laid any new asphalt walks, but it would be probably somewhat cheaper than that.

Mr. SULLIVAN. What is the cost of cement walks?

Colonel BROMWELL. About \$1.50 per square yard.

Mr. SULLIVAN. How deep are those walks?

Colonel BROMWELL. About 4 inches.

Mr. SULLIVAN. Are those the only kinds that are laid?

Colonel BROMWELL. We have some gravel walks in the parks. I don't think I have laid any gravel walks since I have been here, and they have simply been kept in repair.

Mr. SULLIVAN. The cement walk is a better walk than the gravel walk?

Colonel BROMWELL. If the gravel walk can be kept dry, it is a very good walk. If it is put on ground with natural drainage, it is very satisfactory; otherwise the cement is better, as it will allow the water to flow off and to dry up much sooner than the gravel walk.

Mr. SULLIVAN. Have you any figures on the cost of laying gravel walks?

Colonel BROMWELL. No, sir; we do that ourselves. It is a little hard, and not altogether necessary to estimate that. We simply send a cartload of gravel, and the laborers spread it in place and enter it up on the monthly time roll.

BROKEN STONE ROAD COVERING FOR PARKS.

The CHAIRMAN. The next item is "For broken stone road covering for parks," and your estimate is the same as the current law.

Colonel BROMWELL. Yes, sir.

CURBING, COPING, AND FLAGGING FOR PARK ROADS.

The CHAIRMAN. The next is "For curbing, coping, and flagging," and your estimate is the same for the current year.

WALK AROUND THE ELLIPSE SOUTH OF WHITE HOUSE.

The CHAIRMAN. The next item is new, and is "For cement or macadam foot walk around the ellipse in the grounds south of the White House, \$3,000." Is that the circle below the White House?

Colonel BROMWELL. That is the large ellipse just below the White House. That has never had a walk around it, and the people have worn a very unsightly path between the trees and the road. There is no sidewalk in connection with the roadway, and no place to walk excepting in the road or else on the grass, and the people have worn this very unsightly path. It is impossible to keep them off, and some place must be provided for them to travel on, so I would like to put a cement sidewalk around it.

The CHAIRMAN. Have you made a careful estimate of the cost?

Colonel BROMWELL. Yes: \$3,000 will cover it.

The CHAIRMAN. What do you estimate this will cost you per square yard, as the basis of your estimate?

Colonel BROMWELL. It will cost \$1.50 per square yard. I think that improvement is very desirable in that vicinity. Those grounds are used now for baseball and the great crowds of spectators who go down there in the summer.

The CHAIRMAN. For playing baseball?

Colonel BROMWELL. Yes; these grounds are now given over to athletics, so far as possible without injury to the grounds. In the summer we have three diamonds there, and they are used very nearly every day; sometimes three or four thousand people go down there in the afternoon to see the games.

The CHAIRMAN. Why do the people walk around this place? It is near a driveway, is it not, and there is nothing to see there outside of the use of the grounds as a sort of athletic park?

Colonel BROMWELL. There are a great many people who pass there on the way to the Monument and to the Bureau of Engraving and Printing. They are not allowed to cross the ellipse—that is, they are not allowed to go right straight across, so they walk on the sides.

The CHAIRMAN. Are they allowed to play baseball within the ellipse?

Colonel BROMWELL. Yes, sir; on the ellipse, within the limits of it.

The CHAIRMAN. But you say you will not allow the people to walk across?

Colonel BROMWELL. I will not allow them to walk across and make a path. There is no objection to their walking across, provided they don't make a path.

The CHAIRMAN. I should think the use of the ground for playing baseball would make a distinct path there, especially on the diamond where the men are running.

Colonel BROMWELL. Of course the bases and the base lines are worn there, and after the summer is over and they stop playing, about the middle of September, I simply fix it up, and it is all right. It is only in use about three months.

The CHAIRMAN. Are there no other grounds around there? It seems to me it is hardly a proper place for baseball playing.

Colonel BROMWELL. I have had 100 applications this month for places to play baseball, and that place has been assigned to them; and also within the Monument grounds, the grounds just north of the Monument. You have no idea of the enthusiasm of these young people.

Mr. TAYLOR. Do you mean between the Monument and the ellipse?

Colonel BROMWELL. Between the Monument and B street. The smaller boys are allowed to play there. I do not think that it hurts the ground to any considerable extent, not to any extent that I can not fix for \$75 or \$100 in the fall. It affords pleasure and interest to the people at large. But I think that a walk ought to be built around the ellipse, and then I can clean up the whole thing and confine the people to this walk.

#### SHERMAN PLAZA.

The CHAIRMAN. The next item is "For the care and maintenance of Sherman Plaza, \$600." That is a new item.

Colonel BROMWELL. Yes. That is just south of the Treasury building, as you know. There is no separate appropriation for that, and I estimate it will take one man about half a year, and then two men employed during the summer. It will require \$600 to take care of the place properly, and it is hardly fair to take it out of the \$25,000 for the other reservations. If that is not allowed I have simply to take \$600 out of the \$25,000 for the other reservations not mentioned by name.

#### POTOMAC PARK.

(See also pages 854, 870.)

The CHAIRMAN. The next item is for the care and maintenance of that part of Potomac Park between the causeway of the Pennsylvania Railroad bridge, the Potomac River, and the tidal reservoir, of \$3,000.

Colonel BROMWELL. Last year you gave me \$65,000 for improving that portion of Potomac Park. I have practically completed the improvement, and now it is necessary to maintain it. There are some 50 acres there. This shows what I have done [exhibiting map to the committee]. There are some 50 acres there, and by the 1st of July that improvement will be practically completed, and then it will require, as I estimate, this first year some \$3,000 to maintain it and keep it in good shape.

#### SPEEDWAY, LIGHTING.

The CHAIRMAN. There is a private speedway down there, is there not?

Colonel BROMWELL. Not right there. It is more up on B street.

The Road Drivers' Association have deposited cinders on a course about a mile long, and they use that for speeding.

The CHAIRMAN. Has your attention been called to House bill 13098, to light the Potomac public speedway and driveway, and appropriating \$3,000?

Colonel BROMWELL. No, sir; it has not.

Mr. TAYLOR. The bill reads, "That the Secretary of War is hereby authorized and directed to have constructed and installed 27 arc lamps, 150 feet apart, on the Potomac driveway, or public speedway, between Fourteenth and Seventeenth streets, and that the sum of \$3,000 is appropriated for that purpose." Where would that strike; is that the regular public speedway?

Colonel BROMWELL. It is called that. It is really the Potomac drive. That road is too hard for speeding. It is a macadamized road, and they can not use it for speeding; besides, the park regulations do not permit them to drive more than 12 miles an hour. But they call the cinder path which they have built over on the flat between Nineteenth and Twenty-third streets a speedway, and that is more properly a speedway.

The CHAIRMAN. Does your estimate include anything for lighting—your estimate of \$3,000?

Colonel BROMWELL. No, sir; that is simply for the maintenance of the ground.

The CHAIRMAN. Is there any necessity for lighting that part of Potomac Park known as the speedway?

Colonel BROMWELL. I should say, yes. It is used very much in the summer. People drive down there in carriages and automobiles, and it is very dangerous unless there are lights there.

The CHAIRMAN. There are none at the present time?

Colonel BROMWELL. None whatever.

The CHAIRMAN. Wouldn't it be just as essential to light the speedway, the extended improvement of the Potomac Park?

Colonel BROMWELL. Not to the same extent, because they are building a bridge across at this point [indicating], a new highway bridge, and until that is built it is a little difficult to get over, and people will not drive over there at night, as it is too difficult to get there.

The CHAIRMAN. Is that part of the park policed?

Colonel BROMWELL. The legislative bill carried an appropriation for two additional policemen for that park.

The CHAIRMAN. I wish you would take the matter up—you might take that bill—and advise the committee, in the event it sees fit to appropriate for the lighting of the park, just how many lights will be required, what distance apart, and so forth.

Colonel BROMWELL. There is this trouble about that: The general law, I think, provides that the maximum cost of electric-light service in the park shall be \$85 per lamp, and it was reduced this year to \$80 in the District bill. I do not think that the electric-light people will install those lights and maintain them for \$80. That \$80 is a fair charge for maintenance, but not for installation; and I think it will probably cost three or four thousand dollars to make connection from the nearest source of power, and to put in underground conduits and cables for those lights. I think it will cost \$3,000 for that; and then \$80 or \$85 would be a fair charge for maintenance.

The CHAIRMAN. They bear the expense of installation for the city, do they not?

Colonel BROMWELL. I think they do; but they have points where they can bring in the wires much closer than they can do down here.

Mr. SMITH. These same conduits, I suppose, in the city supply private consumers?

Colonel BROMWELL. Yes; they would have to lay at least 4,000 feet of conduits there just for this use, and I doubt very much if they would be willing to do it for \$80 per light.

The CHAIRMAN. Could you supply your power for these lights from the Washington Monument power house?

Colonel BROMWELL. I think we probably could, though it would be necessary, of course, to run that plant all night. It is now shut down at half past 4, after supplying power for the Washington Monument up to that time. But by running all night probably we could take care of that.

The CHAIRMAN. If you think that this roadway should be lighted. I wish you would consider the matter of doing it in either one way or the other, and advise the committee. If it can be done from the power house by running it at night, it would probably require an additional expense of operating it at night.

Mr. SULLIVAN. We would want the cost of laying the conduits, putting up the lamps, and all.

The CHAIRMAN. Yes; give us an estimate of the total cost, including the operation of the plant at the Monument; and another proposition as to lighting the city from the same plant.

Colonel BROMWELL. I will take that, up and let the committee know. (See p. 870.)

#### POTOMAC PARK.

That item of \$3,000 for the care of the new park is desirable this first year, because it is new work, and we will have to replace a good many things in the second year. Some of the trees may not grow; some of the sod may not catch; the roads have to be fixed up a little the first year, as well as the drains and gutters. After that, I do not think it will cost so much for the maintenance.

The CHAIRMAN. The item in the current law for utilizing for purposes of a nursery the unimproved portion of Potomac Park, between the causeway of the Pennsylvania Railroad bridge, the tidal reservoir, and the Potomac River, and so forth, you recommend be stricken out?

Colonel BROMWELL. Yes, sir; that work has been completed.

#### MACADAM ROADWAY ALONG TIDAL RESERVOIR.

The CHAIRMAN. The next item is "For the construction of a macadam roadway along the north and west sides of the tidal reservoir and Potomac Park from the terminus of the Seventeenth street roadway opposite the bathing beach to the Potomac River entrance to the reservoir, and so forth, \$50,000." Have you made a careful estimate as to the cost of that roadway, and will you give the committee the basis of your estimate?

Colonel BROMWELL. I can give it in general. For the broken stone of various sizes for the roadway \$15,000 will be required.

Mr. TAYLOR. What is the length of the roadway?

Colonel BROMWELL. About 4,000 feet.

Mr. SULLIVAN. That is on the west side?

Colonel BROMWELL. Yes, sir. The laying of the drain pipe and water pipe about \$8,000. For sod and seed about \$1,000. For planting shrubs and trees about \$1,000. The labor in grading and constructing the roadway will be about \$25,000. We do all of the work by day labor.

The CHAIRMAN. What would that make the roadway cost per square yard?

Colonel BROMWELL. The road is 45 feet wide, and will cost about \$1.50 a square yard; but that is only enough for the actual roadway. The appropriation asked for also includes the improvement of the ground on either side of the roadway. This other road that I built over here [indicating], about 4,000 feet that I built last year, was built for probably \$7 a running foot. Now, somewhat on the same basis, the road itself, 45 feet wide, would cost about \$30,000, and the other \$20,000 would be for laying water pipes and drainpipes, grading the ground in front of the road, and for sodding, seeding, and planting trees, shrubs, and other things of that kind.

The CHAIRMAN. Do you estimate that this work can be done cheaper by purchasing the material and employing labor than it can be done by contract?

Colonel BROMWELL. Very much more so, and much more satisfactory. Most of the money is expended in labor. We simply buy broken stone and drainpipe. We have our foremen, we have laborers who have been used to that kind of work, and I can do it 25 per cent cheaper than it can be done by contract, and much more satisfactorily.

Mr. SULLIVAN. How much space on each side of that road do you intend to improve?

Colonel BROMWELL. On this side, between the road and the reservoir, and on the other side I would carry it maybe 50 feet. Part of this is rather low, so I simply improve maybe 50 feet, so as to have the grades complete along the road, leaving the interior to be filled up later on.

Mr. SULLIVAN. You haven't any improvements now, have you, between the road and the water front?

Colonel BROMWELL. No; it is nothing but marsh, willow fields, and underbrush.

Mr. SULLIVAN. You propose to clear that all off. Do you propose to build a stone wall along the front of that?

Colonel BROMWELL. The stone wall has already been built.

Mr. SULLIVAN. That is an old stone wall.

Colonel BROMWELL. I think it is good enough.

Mr. SULLIVAN. Without any railing?

Colonel BROMWELL. I hadn't thought of carrying the railing because this road I purposely carried inside. Over here [indicating] it was carried close to the wall, while over here we carried it 75 to 150 feet from the wall. There is hardly any need of having a railing there.

Mr. TAYLOR. How are you going to get the dirt to fill in?

Colonel BROMWELL. Along where the road will be laid the grade is high enough. Unfortunately there is an old building there, which will project some 50 feet in the road as I have laid it out.

Mr. TAYLOR. Why do you say "unfortunately?"

Colonel BROMWELL. It will not look very well, and it will not be very nice to have that projection. But I have decided on the best location of the road, and I think that will be a strong argument in getting the building out of the way. But I have no authority to move the building.

The CHAIRMAN. What will it cost to move that building back?

Colonel BROMWELL. I don't know whether it is worth while to move those buildings or not. It seems to me that the cheapest thing would be to burn them or tear them down. The District Commissioners asked for money to replace those buildings, I think they asked for \$15,000 and got \$5,000. Five thousand dollars will not enable them to replace the buildings.

The CHAIRMAN. What do they use them for?

Colonel BROMWELL. For dressing and undressing rooms for the people that go in to bathe. The whole thing ought to be cleared up.

Mr. SULLIVAN. It does not seem to me that it is fit for any human being to bathe in.

Colonel BROMWELL. I think if I get that nicely improved, there will be an outcry against having such a ramshackle building there, and it will have to go. That bathing pool is not very good, but at the same time five or six thousand people use it every summer. They have arrangements for draining off the top of that water and keeping it clean. It is not so bad as it looks. Most of the scum is composed of leaves.

Mr. TAYLOR. Where do they get the water from?

Colonel BROMWELL. They have a sluiceway and get the water from the tidal basin at high tide. This \$50,000 I can spend as I did last year, economically, keep my office force well employed from the 1st of July to the middle of December; and anything less than that means that I can not employ the present organization to the best advantage.

#### ASPHALT PAVING, PRICES OF.

Mr. SMITH. What is the object in striking out the limitation upon the price of asphalt? Are you going to lay any asphalt at all under the item on page 192? What do you know about the recommendation for the omission of this paragraph on page 192?

Colonel BROMWELL. I do not know anything at all about that. It would not affect me one way or the other.

The CHAIRMAN. The same provision is carried in the District bill.

Mr. SMITH. As a matter of fact, I thought the District bill cut below \$1.65.

Colonel BROMWELL. It does not do any harm to leave it in. I do not think it makes very much difference in that particular work next year. We do not propose to put in any.

#### GROUNDS OF EXECUTIVE DEPARTMENTS.

The CHAIRMAN. The next item is \$1,000 for improvement, care, and maintenance of grounds of Executive Departments. That is the same as your current appropriations. That amount will be needed for that purpose, will it, Colonel?

Colonel BROMWELL. Yes, sir; every bit of that. I could use more.



TREES, SHRUBS, ETC., GROUNDS OF LIBRARY OF CONGRESS.

The CHAIRMAN. The next item is for such trees, shrubs, plants, fertilizers, and skilled labor for the grounds of the Library of Congress as may be requested by the superintendent of the Library building, \$1,000. Is that appropriation expended?

Colonel BROMWELL. Yes, sir; that is for the Library of Congress.

CAPITOL GROUNDS.

The CHAIRMAN. The next item is "For such trees, shrubs, plants, fertilizers, and skilled labor for the grounds of the Capitol as may be requested by the superintendent of the Capitol building, \$3,000." Is that appropriation expended?

Colonel BROMWELL. Yes, sir.

The CHAIRMAN. It is?

Colonel BROMWELL. You mean is the money appropriated last year entirely expended?

The CHAIRMAN. Yes.

Colonel BROMWELL. Probably not. Probably there is \$500 left for two months, to carry us through May and June.

EXECUTIVE MANSION GROUNDS.

The CHAIRMAN. The next is "For improvements and maintenance of Executive Mansion grounds, \$5,000," which is \$1,000 more than your current appropriation. What is the necessity for that increase, Colonel?

Colonel BROMWELL. The work there is more than we can do with the money available. We try to keep those grounds in the best possible condition.

The CHAIRMAN. What improvements do you contemplate making in the next fiscal year that would cost in excess of the improvements that you are making this year?

Colonel BROMWELL. That is not for improvements. It is simply for maintenance. That does not contemplate any improvements. It is simply for the care and maintenance of the existing grounds, just as they stand. We should have six laborers employed there right straight along, and a horse and cart, and that will take up \$3,800.

The CHAIRMAN. How many have you employed now?

Colonel BROMWELL. We have six laborers employed there about eight months in the year.

Mr. SULLIVAN. How much do you pay them each?

Colonel BROMWELL. About \$1.50 a day; the foreman \$2 a day. It is desirable to keep those grounds in the best possible state, and with the money that I have I find that we can not do it.

EXECUTIVE MANSION.

CARE AND REPAIR, ETC.

The next is the Executive Mansion, on page 194, "For care, repair, and refurnishing the Executive Mansion, and for purchase, maintenance, and driving of horses and vehicles for official purposes, \$33,000." That is your current appropriation for that purpose?

## EXTRAORDINARY REPAIRS.

Colonel BROMWELL. Yes, sir. There is something else that I want to bring up in connection with that. I would like to have inserted at that point an item as follows [reads]:

For extraordinary repairs of the Executive Mansion (White House), to be expended by contract or otherwise, as the President may determine, and to be available until expended, \$35,000.

The CHAIRMAN. For extraordinary repairs?

Colonel BROMWELL. Yes, sir. That is intended to practically re-furnish, repaint, and repair the whole first floor of the house. The public receptions and the public passing through those rooms have dirtied them, and the tapestry and furnishings have become soiled and should be replaced at an early date.

I estimate that in the East Room, for washing ceiling and painting with three coats of oil paint and everything of that kind, \$3,600 is necessary, and for replacing draperies, regilding cornices and mirrors, reupholstering and regilding furniture \$5,600 is necessary.

In the Blue Room \$1,300 is necessary for washing and painting the ceiling, and \$3,800 for replacing draperies, re-covering walls, and upholstering and regilding the furniture.

In the Red Room we estimate \$2,300 for replacing draperies, regilding cornices and mirrors, and reupholstering furniture.

In the Green Room for reupholstering furniture \$600 will be needed.

In the lobby, main hall, and usher's office, \$3,200.

In addition to that it is necessary to put a new tin roof on the entire house, at a cost of \$3,000. Then it is necessary to replace the pavement in the north area way—the sunken pavement in front of the house, in front of the roadway—\$1,600; and to resurface the roof of the east terrace, \$5,000.

In addition to that it will be necessary to make certain changes in the east terrace in order to make it more convenient to handle large crowds at receptions, and the estimate on that is \$5,000.

The CHAIRMAN. A total of \$35,000?

Colonel BROMWELL. Yes, sir; and that is additional.

The CHAIRMAN. Yes; in addition.

Colonel BROMWELL. This is not for the usual care and maintenance. These are in the nature of extraordinary repairs, and should not properly come from the fund for ordinary maintenance. The matter was submitted to the President, and he stated that he did not personally ask for these things; that they were in the nature of repairs necessary by the public use or occupation of the White House, and that if I considered them desirable I was authorized to present them on that basis.

## ROOF.

The CHAIRMAN. What is the condition of the roof—on which you propose to expend how much?

Colonel BROMWELL. Three thousand dollars.

The CHAIRMAN. Do you call that an extraordinary repair?

Colonel BROMWELL. It is extraordinary in this sense, that if I took \$3,000 from the \$35,000 regularly appropriated I would not have enough for the ordinary care and maintenance of the house.

The CHAIRMAN. It is rendered necessary by the ordinary wear and tear of the building, is it not? It is an ordinary repair?

Colonel BROMWELL. In that sense it is.

The CHAIRMAN. It is a natural incident to the occupancy of the building. Is there a copper roof on the building now?

Colonel BROMWELL. I think it is tin, if I remember rightly.

The CHAIRMAN. When was it put on?

Colonel BROMWELL. Do you know, Mr. Owen, when that was put on? Was it when the house was remodeled?

Mr. OWEN. I do not think so.

Colonel BROMWELL. I think it is the same roof that has been on for some twenty years, with occasional repairs.

Mr. SMITH. It has been complained for more than thirty years that the White House roof always leaked.

Colonel BROMWELL. We have to patch it up every year, and it has got to such a state now that the whole thing should be replaced.

The CHAIRMAN. You propose to replace it with a tin roof?

Colonel BROMWELL. Yes.

The CHAIRMAN. What would be the difference between the cost of tin and of copper, and what would be the difference in the durability of the two materials?

Colonel BROMWELL. I am not prepared to give the exact figures. I should say that the copper would be much more durable.

The CHAIRMAN. The copper would last forever?

Colonel BROMWELL. Yes; it ought to if it were well put on.

The CHAIRMAN. When was the Executive Mansion remodeled and extensive repairs made?

Colonel BROMWELL. It was in 1902.

The CHAIRMAN. Four years ago?

Colonel BROMWELL. Yes, sir.

The CHAIRMAN. And have these furnishings which you now ask for been there ever since that time?

Colonel BROMWELL. Yes, sir.

#### IMPROVEMENT OF EAST ENTRANCE.

The CHAIRMAN. You estimate that \$5,000 will be necessary in order to improve the east entrance so as to take care of the crowds?

Colonel BROMWELL. I think I will be able to handle the crowds at the large receptions by making certain changes in the east terrace. You will remember the east terrace, where the cloak boxes are, and then to the south of that there is a line of columns, a sort of colonnade. My idea was to put glass frames between those columns so as to throw that open and make it available for the passage of the crowd to and from the house, and cut openings from the cloakroom into that corridor so that people could dispose of their wraps in the cloakroom and step out into that corridor, where you would not interfere with anybody trying to take off their coats or overshoes.

#### ROOF (AGAIN).

Mr. SMITH. I would like to go back a minute to this roof. To my knowledge there have been complaints about this White House roof dating back over thirty years. It is claimed that it is always leak-

ing. Has there been any experimenting done in this country that you know of with regard to lead roofs?

Colonel BROMWELL. They are used to some extent.

Mr. SMITH. Is it not a fact that lead roofs in Europe that have been on six hundred years are in as good condition now as they were on the day they were put on?

Colonel BROMWELL. I do not know about six hundred years, but I know they are in as good condition as they were for one hundred years.

Mr. SMITH. Do you not know that they have been on cathedrals for that length of time?

Colonel BROMWELL. I think they have.

Mr. SMITH. Would it not be better to put on a lead roof? Would the house bear a lead roof?

Colonel BROMWELL. I do not know.

Mr. SMITH. Is not tin the worst thing in the world to put on as a roof? You can buy tin, and it will rot out in two or three years, frequently.

Colonel BROMWELL. Unless it is painted it will.

Mr. TAYLOR. Have you not got a new galvanized shingle that will not wear out in one hundred years?

Colonel BROMWELL. There is heavy galvanized iron.

Mr. TAYLOR. Not the heavy galvanized iron, but something fitted for the best type of roof?

Colonel BROMWELL. If this were made available, of course I would look up the best thing possible in the nature of a roof before I put it on.

Mr. SMITH. If you got only \$3,000, you could not put on anything but a tin roof?

Colonel BROMWELL. I would have to put on a tin roof, but I hesitated to make this item larger than it is.

#### CONSERVATORY AND GREENHOUSES.

The CHAIRMAN. The next item under this head is for care of conservatory and greenhouses, and on that your estimate is the same as your current appropriation?

Colonel BROMWELL. Yes, sir.

The CHAIRMAN. The next item is for repairs to conservatory and greenhouses. That, too, is the same as the current appropriation.

Mr. SMITH. Why do you carry the word "conservatory" in this appropriation by way of amendment? Is there in any proper sense a White House conservatory now?

Colonel BROMWELL. No, sir; they are all greenhouses.

Mr. SMITH. I notice it is proposed to insert the word "conservatory." You had a conservatory and tore it down.

Colonel BROMWELL. They were called conservatories when attached to the White House. Then they were moved down to the propagating gardens, and they were either reerected or new buildings put up. They are simply greenhouses.

Mr. SMITH. I see it was stricken out, and now it is proposed to insert it.

The CHAIRMAN. There is no necessity for the language, "reerection of greenhouses?"

Colonel BROMWELL. No, sir. They have all been reerected. There is no necessity for that now.

Mr. TAYLOR. Is there any use of retaining the \$3,000 when you have already erected them? Are those repairs necessary repairs?

Colonel BROMWELL. Yes; there are some 11 greenhouses there and some 3 greenhouse pits.

LIGHTING EXECUTIVE MANSION AND PUBLIC GROUNDS.

The CHAIRMAN. The next item is lighting the Executive Mansion and public grounds. There is no change in that from the current law.

Mr. SMITH. We may want to change that to conform to the District appropriation.

The CHAIRMAN. I understand. I mean there is no change there as submitted. The District appropriation bill has reduced the cost of 5-foot burners not connected with the meter, of the lamps on the public grounds, from \$20 to \$15, and lamps of not less than 60 candlepower from \$25 to \$20.

Colonel BROMWELL. The present price is \$20.50, and the people claim that they are losing money at that.

The CHAIRMAN. The present price is \$20.50 for the 60 candle-power lamp?

Colonel BROMWELL. Yes, sir.

The CHAIRMAN. That is 50 cents more, or in excess. Notwithstanding the fact that you are authorized to pay \$25, you get these lights for \$20.50?

Colonel BROMWELL. Yes; but that was a case of competition. An outside company cut in and got the contract both in the District and here.

Mr. SULLIVAN. You are authorized to pay \$25, did you say?

The CHAIRMAN. Yes; in the current law; and by means of competition they get it for \$20.50.

Colonel BROMWELL. These people claim that they can not possibly cut it down to \$20. They say \$20.50 is the lowest they can give it for.

The CHAIRMAN. They will not go out of business. That is more than is paid in other cities.

The next item, on page 198, is for lighting six arc electric lights in White House grounds within the iron fence, at not exceeding \$85 per light per annum. The estimate is the same as the current appropriation. The District bill limits that price to \$80. What are you paying?

Colonel BROMWELL. Eighty-five dollars; right up to the limit.

The CHAIRMAN. And the same in the next item, for lighting six arc electric lights at the propagating gardens. The estimate is the same as the current appropriation. That can be reduced if we reduce the price per light?

Colonel BROMWELL. Yes, sir.

The CHAIRMAN. It can be reduced correspondingly?

Colonel BROMWELL. Yes, sir.

The CHAIRMAN. The next item is for lighting arc electric lights in public grounds, enumerating them, estimated at \$4,505, which is the current appropriation, and the price you are now paying is \$85?

Colonel BROMWELL. Yes, sir. That may be reduced, as you say.

## REPAIR OF WATER PIPES.

The CHAIRMAN. The next item is for repair of water pipes, Executive Mansion, etc. Your estimate is the same as the current law, and the appropriation for a number of years has been \$2,500?

Colonel BROMWELL. Yes, sir.

The CHAIRMAN. It is your judgment that the same amount will be required? These amounts are all expended every year?

Colonel BROMWELL. Yes, sir.

Mr. SMITH. I do not know why it is that this covers the Capitol, the Executive Mansion, and the State, War, and Navy building, and does not cover the other buildings. What is the distinction between the State, War, and Navy building and the other buildings in that respect, Colonel?

The CHAIRMAN. I thought it was all the White House. I did not notice it before. The item for repair of water pipes reads: "For repairing and extending water pipes, purchase of apparatus for cleaning them, purchase of hose, and for cleaning the springs and repairing and renewing the pipes of the same that supply the Capitol, the White House, and the building for the State, War, and Navy Departments."

Mr. COURTS. The Capitol supply comes from the spring near the Soldiers' Home.

Mr. SMITH. You have abandoned the use of the water from Franklin square altogether, have you not?

Colonel BROMWELL. Yes, sir.

Mr. SMITH. I think, then, the whole thing is wrong.

The CHAIRMAN. What do you want this appropriation for, if you are no longer using that water?

Colonel BROMWELL. That is the item for repairs to the water pipes in general. This part here, which I notice for the first time, I do not quite understand. There is only a small portion, if any, of that used for the supply of those buildings. All the public fountains and connections of water pipes are covered by this item.

The CHAIRMAN. You have another item here for plumbing, have you not?

Colonel BROMWELL. This covers all the water pipes that are used in the reservations. We have to introduce the water into the parks for irrigation purposes.

Mr. SMITH. I think at least everything after the word "hose," in the second line of this item, ought to be stricken out, ought it not?

Colonel BROMWELL. I think it ought.

Mr. SMITH. You have nothing to do with the supplying of the Capitol and the White House and the State, War, and Navy Department building, have you?

Colonel BROMWELL. Not so far as I know.

Mr. SMITH. So that all after the word "hose" should be stricken out?

Colonel BROMWELL. Nothing in connection with these pipes has ever been brought to my attention. They may be working perfectly, and that may be the explanation.

Mr. SMITH. I understand they have quit taking water from the fountain at Franklin square. I understand it was stopped because it was unhealthy.

Colonel BROMWELL. On every reservation where we water the shrubs and grass we have to make connections. There are two or three in every reservation, and all the fountains have to be connected up. This does not refer to any public building. It is for the grounds, not the buildings.

The CHAIRMAN. From the reading of this paragraph it would seem that not a dollar of this money can be expended except for cleaning springs and renewing pipes that supply the Capitol, etc.

Colonel BROMWELL. "For repairing and extending water pipes, purchase of apparatus for cleaning them," etc. Only a small amount ever went to the cleaning of the springs and repairing these pipes. I do not think I have paid out anything in the last two years for that. My attention was not brought to it. Every reservation has to have running water brought to it.

The CHAIRMAN. I wish you would take this matter up and examine into it and write me in regard to it, as to what change can be made in that language and what reduction can be made in the amount of the appropriation. (See p. 865.)

#### TELEGRAPH TO CONNECT CAPITOL WITH DEPARTMENTS, ETC.

The next item is "Telegraph connecting the Capitol and the Departments and the Government Printing Office, \$1,500." What is that?

Colonel BROMWELL. It is for a telegraph line connecting the Capitol and all the departmental buildings, and the line is used during the sessions of Congress.

The CHAIRMAN. Does this care and repair cost \$1,500 a year?

Colonel BROMWELL. Yes, sir; we have a lineman, and climbers when necessary.

The CHAIRMAN. To take care of the telegraph line between the Capitol and the White House?

Colonel BROMWELL. It is between the Capitol, the White House, and all the departmental buildings.

The CHAIRMAN. These lines are all carried in conduits, are they not?

Colonel BROMWELL. Some of them are. We are putting them in conduits as fast as we can.

The CHAIRMAN. How much overhead construction is there in connection with this telegraph line?

Colonel BROMWELL. I am not prepared to say. Along the main streets it is certainly all in conduits. Some connections may be overhead.

The CHAIRMAN. There is not much expense in the matter of care and maintenance of telegraph lines and conduits?

Colonel BROMWELL. In the last year we have expended for purchase of wire and repairs and materials and battery supplies about \$400, and for services of telegraph linemen, climbers, and helpers, \$1,100.

Mr. TAYLOR. Taking the whole appropriation—the whole allowance was expended?

Colonel BROMWELL. Yes, sir. I am not prepared to state just now, Mr. Tawney, how much that overhead construction was.

The CHAIRMAN. I wish you would make a memorandum as to how much overhead construction there is and how many miles of conduits. You have one electrician and one assistant?

Colonel BROMWELL. No; we have one lineman, and sometimes we have to hire climbers and helpers. Sometimes we have to change the poles—put in new poles and change their position. Most of that money is spent for labor; there is very little for supplies.

The CHAIRMAN. I can not imagine how you can spend \$1,500 for labor and maintenance of a telegraph line between the Executive Mansion and the Departments.

Colonel BROMWELL. It is necessary to have yearly employees.

The CHAIRMAN. Is that necessary?

Mr. TAYLOR. What would they want with a telegraph line, separate and distinct?

Colonel BROMWELL. It is used very much between all the Departments and the Capitol during the sessions of Congress.

The CHAIRMAN. The telegraph line is a line that we use between the Capitol and the Departments and the Executive Mansion—the line that we use occasionally.

Mr. TAYLOR. I can see it could have been very useful before we had the telephone, but I can see no possible use for it now.

Colonel BROMWELL. It is used more than the telephone, because it furnishes a record of all the messages sent.

The CHAIRMAN. What seems to me to be extravagant is the amount of money expended in care and maintenance.

Colonel BROMWELL. No more money is expended on the maintenance of that than is necessary. While we ask for \$1,500, if we do not need it we turn the balance into the Treasury.

The CHAIRMAN. The only question is, if an electrician has it and keeps a few men on the permanent roll, whether actually needed or not—

Colonel BROMWELL. He does not do it. I have the say of that. He has nothing to say about it. There is nobody kept on the permanent rolls in our office except very few people right in the office. Everybody goes on or off as necessities require.

OFFICE OF PUBLIC BUILDINGS AND GROUNDS,

LEMON BUILDING.

Washington, May 3, 1906.

DEAR SIR: In compliance with your verbal request, made during my hearing before your committee on the sundry civil bill on the 1st instant, I have the honor to submit herewith statements in explanation of the estimates of \$2,500 for repairs to water pipes and \$1,500 for the departmental telegraph lines, submitted by this office for the service of the fiscal year ending June 30, 1907, being similar in amounts to those appropriated for the present fiscal year for the same objects.

The estimate for lighting the Seventeenth street driveway in Monument Park Annex with electric lights and operating the lights now in the parks in that vicinity from the electric plant at the Washington Monument is now being prepared and will be sent you at the earliest practicable moment.

Very respectfully,

CHAS. S. BROMWELL.

Colonel, U. S. Army.

HON. JAMES A. TAWNEY, M. C.,

Committee on Appropriations, House of Representatives,  
United States Capitol.



## REPAIRS TO WATER PIPES, \$2,500.

This appropriation is devoted to keeping in repair the water pipes, valves, and hose valves used in irrigating the public grounds and in introducing water into reservations not supplied with irrigating facilities, by laying water pipe, connecting it with the public water mains, and placing hose valves in position.

During the fiscal year ending June 30, 1905, additional pipe was laid in the White House grounds, Farragut Park, Lafayette Park, McPherson Park, Washington Circle, Potomac Park, and reservation 17 (Garfield Park), and pipe was run into Mount Vernon Park and into 23 reservations hitherto not supplied with irrigating facilities. The total quantity of pipe laid for irrigating purposes was 636 feet of 1-inch lead pipe, 58 feet of 1½-inch lead pipe, 2,492 feet of 1½-inch galvanized iron pipe, 220 feet of 1½-inch galvanized iron pipe, and 1,452 feet of 2-inch galvanized iron pipe. In addition to the foregoing, 166 feet of 3-inch and 432 feet of 4-inch cast-iron pipe were run to supply a fountain. The portion of this pipe laid in Potomac Park Annex, viz, 636 feet of 2-inch pipe and 220 feet of 1½-inch pipe was, however, paid from the appropriation for the improvement of that park. In addition to the foregoing, necessary repairs were made to the water pipes already laid and to their shut-off valves and hose valves.

For many years the wording of the appropriation for repair and extension of water pipes has provided for "cleaning the springs and repairing and renewing the pipes of the same that supply the Capitol, the Executive Mansion, and the building for the State, War, and Navy Departments." There is no longer any necessity for continuing this wording in regard to the springs. It has been many months since water has been delivered from the Capitol spring to the Capitol building. That spring is situated in the center of the large Potomac water reservoir beyond the Freedman's Hospital grounds, and the spring house is now surrounded by water. The source of the supply for this spring has been so greatly reduced by the construction of the reservoir and possibly other causes that very little spring water is supplied from it, and what little there may be is no doubt largely diluted by Potomac water which seeps through the walls of the spring house.

The spring which used to supply the Executive Mansion and the State, War, and Navy Departments is in the center of Franklin Park (between I and K and Thirteenth and Fourteenth streets). The water from that spring is not considered a good drinking water, and has not been supplied to the Mansion and the State, War, and Navy Department building for some years.

For the reasons above stated no care has been given to the pipes of the springs for some time past, and the entire appropriation has been devoted to the care and extension of water pipes in the public parks.

It is estimated that there are about 50 miles of water pipes in the public parks under the office of public buildings and grounds, with a large number of outlets for hose valves. There are also 30 fountain basins with supply and waste pipes. Breaks and leaks in these pipes are of frequent occurrence, and must be repaired. In the late autumn the water is turned off from the pipes, and the hose valves removed and taken to the plumbers' shops, where they are overhauled and such repairs made as may be necessary. The valves are replaced in the spring.

As new reservations are improved they must be supplied with irrigating facilities and a portion of the appropriation is devoted to that purpose.

The sum appropriated annually for many years past for repairing and extending water pipes, viz, \$2,500, is not too much for the purpose, and it is recommended that no reduction in the amount be made for the fiscal year ending June 30, 1907.

The expenditures during the fiscal year ending June 30, 1905, were as follows:

Pipe, fittings, supplies, etc .....	\$884. 34
Rubber hose .....	487. 00
Tapping water mains .....	40. 00
Services plumbers and laborers.....	1,058. 26

2,469. 60

Telegraph to connect the Capitol with the Departments and the Government Printing Office:

For care and repair of existing lines..... \$1,500

This is an overhead line with the exception of three short sections, which are underground. The line of overhead wires consists of 76 poles, covering a distance of about 3 miles, with a length of 14 miles of wire. The line starts from the Lemon Building—1729 New York avenue—where the main storage operating battery is located, and runs overhead to the corner of Seventeenth and G streets, thence underground by 250 feet of 20-conductor cable into the State, War, and Navy Department building, thence to the White House and the Treasury Department building, and thence by 4,000 feet of 10-conductor cable underground to Fourteenth and G streets NW. and down Fourteenth to B street NW., entering the Department of Commerce and Labor en route. From Fourteenth and B streets NW. the line runs overhead on poles of the Western Union Telegraph Company to Twelfth and B streets and over to the Post-Office Department building, returning by a loop into the Department of Agriculture, and thence back to the cable pole at Fourteenth and B streets. From the Treasury Department there is an underground connection by 1,300 feet of 6-conductor cable to Fifteenth street to a pole in alley between H and I, and from thence by aerial cable to the Department of Justice, on K street, near Fifteenth street. From Fourteenth and G streets NW. the line runs overhead along G street to Eighth, into the Interior Department; thence to H, to North Capitol street, into the Government Printing Office; thence south on North Capitol street to B street north, and thence by 500 feet of 13-conductor cable underground into the Capitol building. Connected with the main overhead line on H street there is a short line down an alley between Fifth and Sixth and G and H streets into the Pension Office building.

There are 15 local offices on the line, each having two circuits and two sets of instruments. Each office has a local battery except the Interior Department, which has box instruments. The main battery in the Lemon Building consists of two sets of storage battery of 50 cells each.

A lineman is employed continuously throughout the year at \$75 per month to look after the line. The main storage battery must be looked after every day, and the local batteries must be renewed as required. The connections on the cable boxes on the cable poles and those in the Departments where cables are run must be looked after. This could not be properly done by strange linemen hired for each occasion, but must be attended to by some one familiar with the connections. Occasionally changes are made in the offices in the Departments by moving them from one room to another, which must also be done by some one familiar with the manner in which the wires are run in the buildings. It can not be well and satisfactorily done by a stranger. It is considered that \$1,500 per annum is not too much to care for this line in the manner in which it should be done.

The expenditures during the fiscal year ending June 30, 1905, were divided as follows:

Battery supplies .....	\$80.00
Cable .....	24.00
Miscellaneous supplies .....	12.50
Services of lineman .....	\$40.00
Extra labor for repair work, etc .....	32.00
Total .....	1,498.50

In addition to his duties in connection with the telegraph line the regular lineman does light laboring work about the office and messenger work in the absence of the regular messenger. He also looks after the telephone line connecting the office with the Monument and the Propagating Gardens.

The lay out of the appropriation for the fiscal year will be about as follows:

Services of lineman, 12 months, at \$75 .....	\$900.00
Miscellaneous supplies .....	300.00
Extra labor for repair work, etc .....	300.00
Total .....	1,500.00

#### WASHINGTON MONUMENT.

The CHAIRMAN. The next item is "Washington Monument. For care and maintenance; for one custodian, at \$100 per month; one steam engineer, at \$80 per month; one assistant steam engineer, at \$70 a month instead of \$60." You recommend an increase to \$70!

Colonel BROMWELL. Yes, sir.

The CHAIRMAN. One fireman, formerly paid \$50, you recommend \$55?

Colonel BROMWELL. Yes, sir.

The CHAIRMAN. One assistant fireman, at \$45, you recommend to be promoted to \$55? They are both doing the same work?

Colonel BROMWELL. Yes; they are doing exactly the same work. In every place else they are paid at least \$55 for that work.

The CHAIRMAN. What is the horsepower of the engine down there at the Monument?

Colonel BROMWELL. I think it is about 85 horsepower; the dynamo rated at about 67 horsepower.

The CHAIRMAN. How many engines have you—more than one?

Colonel BROMWELL. Just one.

The CHAIRMAN. That is one of the largest engines that there is in any of the Departments.

#### FUEL, LIGHTS, OIL, ETC.

The CHAIRMAN. The next item is for fuel, oil and waste, packing, tools, etc., \$3,000, which is the current appropriation. You had a deficiency, I observe, in 1905, of \$2,500. Will you be able to get through this year on \$3,000?

Colonel BROMWELL. Yes, sir. That deficiency was for a set of new cables. The hoisting cables had worn very badly, and it was desirable to replace them.

Mr. SMITH. How long is the life of a cable, Colonel?

Colonel BROMWELL. That set of cables, I think, lasted about seven years. They should last longer than that. One of the sheaves at the top of the Monument is rather smaller than it should be on account of the location. The space was not large enough to accommodate the pulley over which it ran. It was smaller than it should be, so that the wear of the cables was more than it would have been if they had had a larger pulley to run over it.

The CHAIRMAN. Is that elevator and cable inspected by any inspection company?

Colonel BROMWELL. Yes, sir; it is inspected once a month.

The CHAIRMAN. The cable itself?

Colonel BROMWELL. Yes, sir.

#### BUILDING WHERE ABRAHAM LINCOLN DIED.

The CHAIRMAN. The next item is repair of building where Abraham Lincoln died, \$200, which is \$200 less than the current appropriation.

Mr. SMITH. The entire revenues of that building go to the custodian, do they?

Colonel BROMWELL. Yes; I think they do. They do not come to us.

Mr. TAYLOR. Does the Government own the building?

Mr. SMITH. Oh, yes.

Colonel BROMWELL. I have one or two other things that I would like to present to the committee.

The CHAIRMAN. All right, Colonel; go ahead.

## PURCHASE OF STEAM ROLLER.

Colonel BROMWELL. I will start with the smallest first, for purchase of steam road roller, \$3,000. The old one was purchased eight years ago, second hand, and we have worn it out. The District inspector allowed us to use it last fall to finish up the work. Otherwise he said he would not allow us to use it any longer.

Mr. SMITH. Does the District inspector have the right to inspect machinery of the War Department?

Colonel BROMWELL. No, sir; I simply asked him to do it.

The CHAIRMAN. At what do you estimate the cost?

Colonel BROMWELL. Three thousand dollars.

## RESURFACING ASPHALT ROADWAYS, SMITHSONIAN GROUNDS.

Then, for resurfacing all of the asphalt roadways in the Smithsonian grounds, \$10,000. Those asphalt roadways between Seventh and Thirteenth streets are very badly in need of repairs. We asked for \$5,000 last year to resurface the worst of them, but that was not granted, and in this last year they have deteriorated still more, so that it is desirable to resurface all of those roadways.

The CHAIRMAN. You estimate the cost of that to be how much?

Colonel BROMWELL. About \$10,000. It is asked for by the officials in the Smithsonian building.

## NEW STABLE FOR WHITE HOUSE.

The next item I have is the following:

For the erection of a building for use as stables and other purposes for the White House; to be located on land south of B street NW., in the District of Columbia, belonging to the United States. The site to be selected by, and the building to be erected under, the supervision of the officer in charge of public buildings and grounds, and upon plans prepared in his office, \$50,000, or so much thereof as may be necessary, to be expended by contract or otherwise, as the President may determine.

Mr. TAYLOR. Where is that located?

Colonel BROMWELL. On the grounds to the south of B street.

Mr. TAYLOR. Is that about where the battle of Gettysburg was displayed?

Colonel BROMWELL. No; it is up on that hill by the Bureau of Engraving and Printing.

The CHAIRMAN. Where are the stables now?

Colonel BROMWELL. South of the State, War, and Navy building, right opposite the Corcoran Art Gallery.

The CHAIRMAN. How many horses does it accommodate?

Colonel BROMWELL. It will accommodate 16 horses.

The CHAIRMAN. How many do you have in it?

Colonel BROMWELL. They have not so many in there now, because the stable is considered so unhealthy that the President does not keep his saddle horses there. I think there are 11 horses there now. The President keeps his best horses elsewhere. The President has 5 carriage horses and 5 saddle horses. The Secretary to the President has 4 carriage horses. The Assistant Secretary has 1 horse. The Executive Office has 1 horse. The steward of the White House has

1 horse, and I would keep my own horse in this new stable if built. There would be about 18 horses in all, and I propose to provide stalls for 20 horses.

Mr. SMITH. What necessity has the Secretary to the President for four horses?

Colonel BROMWELL. Well, I suppose he has a change of horses. He has two carriage horses and then a change. Possibly some of his other horses may be saddle horses. There is no restriction as to the horses he may keep. I prepared a sketch of several possible types of buildings that I could build with the amount of money asked for, which would provide all that was desirable.

The CHAIRMAN. Of what material is it proposed to erect that building?

Colonel BROMWELL. Of brick.

Mr. TAYLOR. What is the cause of the unhealthiness of the present stables—the supposed cause?

Colonel BROMWELL. It is supposed to be unhealthy because the ground is low and damp.

Mr. TAYLOR. Are these grounds you propose to go on much higher?

Colonel BROMWELL. Yes; somewhat higher. They are on the same level as the Bureau of Engraving and Printing.

Mr. TAYLOR. Have you considered the sanitary conditions at the place where you propose to construct the new stable?

Colonel BROMWELL. I do not see why the locality should not be sanitary in the place where the old building is now, but perhaps the soil is contaminated with germs, or something of that kind. But in the new building we can take care of the sanitary conditions.

The CHAIRMAN. How long do you expect it would require to build this stable?

Colonel BROMWELL. I think it would take at least six months, or probably longer.

The CHAIRMAN. Do you think it would be occupied before July 1, 1907?

Colonel BROMWELL. Yes, sir; I think it ought to be ready by that time easily.

Mr. SMITH. Did the President personally request this new White House stable, Colonel Bromwell?

Colonel BROMWELL. Yes, sir; that is a personal order from the President. In answer to that I will read an extract from a letter from Mr. Loeb [reads]:

Referring to attached report from Veterinarian Brown, of the Quartermaster's Department, I am directed by the President to request that you take up immediately with the appropriate committees of Congress the question of providing for the building of a new White House stable, or else the renting of a suitable stable on a higher location than the present one.

WILLIAM LOEB, JR.

Do you want me to report more fully on that lighting proposition?

The CHAIRMAN. Yes, sir. If it is necessary to light down there, we want to be able to make a comparison between the cost of lighting there and lighting from the city mains; the cost of furnishing light over there. If you have the facilities there and appliances which would not require any new installation, it might give us some cue as to what a reasonable cost of these lights should be in the city. Then we would like to know how much overhead wire construction you have.

## POTOMAC PARK (AGAIN).

## OFFICE OF PUBLIC BUILDINGS AND GROUNDS.

LEMON BUILDING.

Washington, May 5, 1906.

SIR: In compliance with your verbal request of the 1st instant I have the honor to submit the following estimates for lighting the Potomac Park driveway between Seventeenth and B streets NW. and Fourteenth and E streets SW as contemplated in H. R. 13098, Fifty-ninth Congress, first session.

The following estimate provides for the lighting to be done from the power plant used in connection with the Washington Monument, where it will be necessary to run the plant all night, necessitating the employment of two night shifts of employees.

The cost of installing the necessary poles, lamps, conduits, etc., is as follows:

27 arc-lamp posts, at \$20.....	\$540.00
27 arc lamps, at \$13.50.....	364.50
4,500 feet of conduit, at 40 cents.....	1,800.00
15,000 feet of cable, at 7 cents.....	1,050.00
Switches and addition to switch-board wiring.....	100.00
Labor in installing cables and making lamp connections.....	500.00

Total ..... 4,354.50

The cost of maintenance per year is as follows:

For the plant:

2 engineers, at \$900.....	\$1,800
2 firemen, at \$720.....	1,440
240 tons coal, at \$6.20.....	1,488
Oil, waste, packing, etc.....	120

For the line:

Trimming and replacing carbons.....	100
New carbons.....	300
Replacing broken globes.....	70

Total ..... 3,428

Interest on cost of installing line, 2 per cent of \$4,354..... 87

Total yearly charge..... 3,525

That is, the cost of lighting this roadway, by using the Monument power plant, would involve an initial cost of \$4,354.50 and a yearly cost for maintenance of \$5,525.

Under the existing law the Potomac Electric Light Company may be required to install and maintain these 27 lights at a cost of \$85 per light per annum making a total yearly cost of \$2,295, making a very great saving by purchasing the power for the lighting from the commercial company.

It is also to be noted that this first plan would require the continuous operation of the plant. In case of any breakdown, due to this hard work, the power for the elevator in the Monument would be shut off. To be on the safe side it would be desirable to install a duplicate plant, at a cost of \$4,400, thereby increasing the initial cost by that amount and the yearly cost for maintenance by \$88, thereby making the saving by adopting the second plan all the greater.

It appears to me that the wording of the bill H. R. 13098 referred to is not sufficiently definite. It directs the Secretary of War to have constructed and installed 27 arc lamps on the Seventeenth street driveway in Potomac Park and provides \$3,000 for the purpose of lighting the driveway, but does not say for what length of time it shall be lighted for that sum. The appropriations heretofore made for arc electric lights for the public parks provided a fixed amount per light per annum, which amount covered the entire cost of installing conduits and cables, erecting poles and lamps, and lighting and maintaining them. It is thought this same plan should be followed in providing lights for the Seventeenth street driveway. The price allowed per light per annum for the 65 electric lights in the public grounds under this office for the present fiscal year is \$85, and at this same rate \$2,295 would be the total cost of the

lights for the above driveway for the year commencing July 1, 1906, including installation, erection, lighting, and maintenance.

It is also thought that if the appropriation is to be provided it should be incorporated in the sundry civil bill and not in a separate bill.

Very respectfully,

CHAS. G. BROMWELL,  
Colonel, U. S. Army.

HON. JAMES A. TAWNEY,  
Committee on Appropriations, House of Representatives,  
United States Capitol.

SATURDAY, May 5, 1906.

## RIVER AND HARBOR WORK UNDER CONTRACT.

(See also page 1307.)

### STATEMENT OF MAJ. HARRY F. HODGES, ASSISTANT TO CHIEF OF ENGINEERS, U. S. ARMY.

The CHAIRMAN. Major, you are one of the officers of the Engineer Corps of the Army having charge of river and harbor improvements? Major HODGES. Yes, sir.

The CHAIRMAN. I addressed a letter to General Mackenzie, Chief of Engineers, last December, requesting that he furnish the committee with information as to the limit of cost on the different projects and the amounts appropriated and the amounts contracted for, to be expended, or estimated for the next fiscal year, and a brief history of each project. You have furnished that statement?

Major HODGES. Yes, sir; with the accompanying letter from the Chief of Engineers:

WAR DEPARTMENT.  
OFFICE OF THE CHIEF OF ENGINEERS.  
Washington, May 1, 1906.

SIR: I have the honor to inclose herewith, for the use of the Committee on Appropriations, statements showing the revised estimates of amounts required to be appropriated in the pending sundry civil bill for works of river and harbor improvement under continuing contract for the fiscal year ending June 30, 1907.

2. Permit me to draw especial attention to the statements for Black Rock Harbor, New York, and for Trinity River, Texas (authorization of June 13, 1902), for which no estimates appear in my annual report for 1905, and in the Book of Estimates for 1907. The necessity for appropriations for these works in the pending bill has arisen since the date of submission of the regular estimates, and is explained on the sheets for the respective works.

Very respectfully,

A. MACKENZIE,  
Brigadier-General, Chief of Engineers, U. S. Army.

HON. J. A. TAWNEY,  
Chairman Committee on Appropriations,  
United States House of Representatives.

*Memorandum—Estimates for fiscal year 1907, river and harbor works under continuing contracts.*

Locality.	Estimates in annual report for 1905.	Revised estimate.	Decrease.	Increase.
<i>Act of 1896.</i>				
Kentucky River, Ky.....	\$174,000.00		\$174,000.00	
Portland Harbor, Me.....	139,000.00	\$90,000.00	59,000.00	
San Pedro Harbor, Cal.....	300,000.00	290,000.00	10,000.00	
<i>Act of 1899.</i>				
Black River (Lorain) Harbor, Ohio.....	46,000.00	46,000.00		
Gowanus Bay channel, N. Y. (Bay Ridge and Red Hook).....	250,000.00	250,000.00		
Gulfport Harbor, Miss.....	10,000.00		10,000.00	
New York Harbor, N. Y. (Ambrose channel).....	265,000.00	265,000.00		
Ohio River below Pittsburg, Pa. (Dams 13 and 18).....	493,400.00	160,400.00	333,000.00	
Toledo Harbor, Ohio.....	15,000.00		15,000.00	
<i>Act of 1902.</i>				
Arthur Kill, N. Y. and N. J.....	100,000.00	50,000.00	50,000.00	
Big Sandy River, W. Va. and Ky.....	40,000.00	40,000.00		
Black Warrior, Warrior, and Tombigbee rivers, Ala. (L. and D. Nos. 1, 2, and 3).....	60,000.00	60,000.00		
Boston Harbor, Mass.....	600,000.00	600,000.00		
Cleveland Harbor, Ohio.....	550,000.00	350,000.00	200,000.00	
Detroit River, Mich.....	300,000.00	300,000.00		
Gloucester Harbor, Mass.....	17,083.00	17,083.00		
Great Pedee River, S. C.....	20,000.00		20,000.00	
Kennebec River, Me.....	41,000.00	15,000.00	26,000.00	
Lake Erie entrance to Black Rock Harbor and Erie Basin, N. Y.....	237,643.00	237,643.00		
Middle and West Neebish channels, St. Marys River, Mich.....	1,000,000.00	1,000,000.00		
Ouachita River, Ark. and La. (Locks Nos. 4 and 6).....	91,954.00	91,954.00		
Passaic River, N. J.....	46,000.00	46,000.00		
San Pablo Bay, Cal.....	81,000.00	53,168.41	27,831.59	
Southwest Pass, Mississippi River.....	500,000.00			
Trinity River, Tex.....		25,000.00		25,000.00
<i>Act of 1905.</i>				
Allegheny River, near Pittsburg, Pa. (dam at Herr Island).....	281,226.63	281,226.63		
Aransas Pass and Bay, Tex.....	100,000.00	100,000.00		
Bayou Plaquemine, La.....	100,000.00	100,000.00		
Black Lake Harbor (Holland), Mich.....	110,000.00	70,000.00	40,000.00	
Black Rock Harbor, N. Y.....		233,000.00		233,000.00
Black Warrior, Warrior, and Tombigbee rivers, Ala.....	543,466.00	543,466.00		
Brazos River, Tex. (mouth).....	87,500.00	87,500.00		
Burlington Harbor, Vt.....	20,000.00		20,000.00	
Calumet River, Ill. and Ind.....	176,000.00	156,000.00	20,000.00	
Cape Fear River, N. C.....	250,000.00	200,000.00	50,000.00	
Columbia River, Oreg. and Wash. (at mouth).....	300,000.00	300,000.00		
Columbia River, Wash. (mouth of Willamette to Vancouver, Wash.).....	30,000.00	13,000.00	17,000.00	
Columbia River, Oreg. and Wash. (at Three-Mile Rapids).....	250,000.00	250,000.00		
Columbia and Lower Willamette rivers, below Portland, Oreg.....	125,000.00	125,000.00		
Cumberland River, above Nashville, Tenn.....	200,000.00	120,000.00	80,000.00	
Delaware River, Pa. and N. J.....	1,000,000.00	1,000,000.00		
Detroit River, Mich.....	400,000.00	400,000.00		
Duluth Harbor, Minn., and Superior, Wis.....	150,000.00	100,000.00	50,000.00	
Galveston Harbor, Tex.....	250,000.00	250,000.00		
Galveston Ship Channel and Buffalo Bayou, Tex.....	200,000.00	200,000.00		
Hillsboro Bay, Fla.....	348,350.00	348,350.00		
Honolulu Harbor, Hawaii.....	200,000.00	200,000.00		
Huron Harbor, Ohio.....	200,000.00	150,000.00	50,000.00	
Illinois and Mississippi Canal.....	200,000.00	200,000.00		
Lynn Harbor, Mass.....	97,937.00	97,937.00		
Mississippi River:				
Missouri River to St. Paul, Minn.....	300,000.00	300,000.00		
At Moline, Ill.....	286,000.00	150,000.00	136,000.00	
St. Paul to Minneapolis, Minn. (locks and dams Nos. 1 and 2).....	299,543.00	30,000.00	269,543.00	
Monongahela River, Pa. (Lock and Dam No. 3).....	389,196.00	389,196.00		
Oakland Harbor, Cal.....	250,000.00	81,000.00	169,000.00	



*Memorandum—Estimates for fiscal year 1907, river and harbor works under continuing contracts—Continued.*

Locality.	Estimates in annual report for 1906.	Revised estimate.	Decrease.	Increase.
<i>Act of 1905—Continued.</i>				
Ohio River, below Pittsburgh, Pa.:				
Locks and dams Nos. 2, 3, 4, 5, and 6.....	\$1,281,376.00	\$1,281,376.00		
Locks and dams Nos. 8 and 11.....	160,000.00	160,000.00		
Wachita River, Ark. and La.....	40,312.00		\$40,312.00	
Patuxent River, Md.....	500,000.00	500,000.00		
Point Judith, R. I. (harbor of refuge).....	100,000.00	100,000.00		
Providence River and Harbor, R. I.....	407,778.00	305,000.00	102,778.00	
Alone and Neches rivers, Tex.....	200,000.00	411,500.00		\$211,500.00
St. Johns River, Fla.....	309,750.00	309,750.00		
St. Marys River, Mich. (at the falls).....	600,000.00	100,000.00	500,000.00	
Long Bay, Cape Ann, Mass. (harbor of refuge).....	100,000.00	100,000.00		
Madisken Harbor, Ohio.....	175,000.00	175,000.00		
Savannah Harbor, Ga.....	210,000.00	150,000.00	60,000.00	
South Pass channel, Mississippi River.....	50,000.00	50,000.00		
Stroms Harbor, Wash.....	200,000.00	160,000.00	40,000.00	
Tennessee River below Chattanooga, Tenn., Ala., and Ky.:				
Colbert and Bee Tree shoals.....	200,000.00	100,000.00	100,000.00	
Lock at Scotts Point (Hales bar).....	40,000.00	40,000.00		
Trinity River, Tex.....	161,287.00	86,000.00	75,287.00	
Birmingham Harbor, Cal.....	100,000.00	100,000.00		
Goods Hole channel, Mass.....	100,000.00	100,000.00		
<i>Under the Mississippi River Commission.</i>				
Mississippi River from Head of Passes to the Ohio River.....	2,000,000.00	2,000,000.00		
Grand total.....	19,456,801.63	17,181,550.04	2,744,751.59	469,500.00

UNDER THE ACT OF 1896.

IMPROVING KENTUCKY RIVER, KY.

Limit of expenditure authorized by act of June 3, 1896.....	\$1,349,000.00
Amount appropriated under this authority to date.....	1,175,000.00
Balance remaining unappropriated.....	174,000.00
Present unexpended balance January 1, 1906.....	218,113.52
Probable expenditures before June 30, 1906:	
Continuing construction of lock and dam No. 11, under contract with H. E. Talbott & Co., dated September 28, 1903, and supplemental contract dated September 26, 1905.....	\$28,262.75
Cost of cement for work at lock No. 11.....	1,773.00
Purchase of land at lock No. 10 from W. F. Gragg and wife, recording deed, etc.....	560.00
Engineering expenses.....	2,700.00
	33,295.75
Probable balance June 30, 1906.....	184,817.77
Probable expenditures during year ending June 30, 1907:	
Beginning construction of dam No. 12, under contract.....	\$50,000.00
Completion lock and dam No. 11, under contract with H. E. Talbott & Co., dated September 28, 1903.....	62,309.85
Cost of cement for completion.....	18,796.27
Cost of movable dam for crest of dam No. 11, to be constructed under contract, including cost of cement.....	10,187.25
Engineering expenses.....	3,000.00
	144,293.37
The work to be carried on under the appropriation asked for is a part of the existing approved project.	

**IMPROVING HARBOR AT PORTLAND, ME.**

Limit of expenditure authorized by acts of June 3, 1896, and March 3, 1905.....	\$810,000.00
Amount appropriated under this authority to date.....	671,000.00
Balance remaining unappropriated.....	139,000.00
Present unexpended balance, January 1, 1906.....	105,005.64
Probable expenditures before June 30, 1906:	
Dredging.....	\$70,000.00
Contingencies.....	5,005.64
	75,005.64
Probable balance June 30, 1906.....	30,000.00
Probable expenditures during year ending June 30, 1907:	
Dredging.....	\$100,000.00
Contingencies.....	10,000.00
	110,000.00
Amount to be appropriated for year ending June 30, 1907.....	80,000.00
The work to be carried on under the appropriation asked for is a part of the existing approved project.	
Under contract for completion. Amount asked based on estimate of earnings under contract and contingencies.	

**IMPROVING HARBOR AT SAN PEDRO, CAL.**

Limit of expenditure authorized by act of June 3, 1896.....	\$2,900,000.00
Amount appropriated under this authority to date.....	2,417,085.00
Balance remaining unappropriated.....	482,915.00
Present unexpended balance January 1, 1906.....	405,305.60
Probable expenditures before June 30, 1906:	
Breakwater construction.....	\$150,000.00
Engineering, office expenses, etc.....	7,305.60
Payment of retained percentage.....	33,000.00
	190,305.60
Probable balance June 30, 1906.....	215,000.00
Probable expenditures during year ending June 30, 1907:	
Breakwater construction.....	\$449,400.00
Engineering, office expenses, etc.....	14,000.00
Payment of retained percentage.....	41,600.00
	505,000.00
Amount to be appropriated for year ending June 30, 1907.....	290,000.00
The work to be carried on under the appropriation asked for is a part of the existing approved project.	
Work under contract for completion December, 1906.	

**UNDER THE ACT OF 1899.****IMPROVING HARBOR AT BRIDGPORT, CONN.**

(See page 1307.)

**IMPROVING HARBOR AT BLACK RIVER (LOBAIN), OHIO.**

Limit of expenditure authorized by act of March 3, 1899.....	\$800,000.00
Amount appropriated under this authority to date.....	554,000.00
Balance remaining unappropriated.....	46,000.00
Present unexpended balance, January 1, 1906.....	206,947.26

Probable expenditures before June 30, 1906:

West breakwater construction, contract October 27, 1900.....	\$50,000. 00	
East breakwater construction, contract August 18, 1904.....	40,000. 00	
		<u>\$90,000. 00</u>

Probable balance June 30, 1906 ..... 116,947. 26

Probable expenditures during year ending June 30, 1907:

West breakwater (as above) .....	\$121,747. 26	
East breakwater (as above).....	41,200. 00	
		<u>162,947. 26</u>

Amount to be appropriated for year ending June 30, 1907 ..... 46,000. 00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Work is under contracts which should be finished before January 1, 1907.

**IMPROVING CHANNEL IN GOWANUS BAY, NEW YORK, (BAY RIDGE AND RED HOOK CHANNELS.)**

Limit of expenditure authorized by act of March 3, 1889..... \$2,400,000. 00  
Amount appropriated under this authority to date..... 1,149,000. 00

Balance remaining unappropriated..... 1,251,000. 00

Present unexpended balance January 1, 1906..... 245,638. 31

Probable expenditures before June 30, 1906:

Dredging .....	\$165,000. 00	
Contingencies, inspection, examinations, etc.....	10,000. 00	
		<u>175,000. 00</u>

Probable balance June 30, 1906..... 70,638. 31

Probable expenditures during the year ending June 30, 1907:

Dredging .....	300,638. 31	
Contingencies, inspection, examinations, etc.....	20,000. 00	
		<u>320,638. 31</u>

Amount to be appropriated for year ending June 30, 1907.... 250,000. 00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Estimate based upon the requirements of contract agreements.

**IMPROVING HARBOR AT GULFPORT, MISS.**

Limit of expenditure authorized by act of March 3, 1899 ..... \$200,000. 00  
Amount appropriated under this authority to date..... 160,000. 00

Balance remaining unappropriated ..... 40,000. 00

Annual allotment authorized..... 10,000. 00

Present unexpended balance, January 1, 1906..... 160,000. 00

Probable expenditures before June 30, 1906 (dredging under contract) 150,000. 00

Probable balance June 30, 1906..... 10,000. 00

Probable expenditures during year ending June 30, 1907 (maintenance dredging under contract) ..... 10,000. 00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

**IMPROVING NEW YORK HARBOR, NEW YORK. (AMBROSE CHANNEL.)**

Limit of expenditure authorized by act of March 3, 1899 .....	\$3,000,000.00
Amount appropriated under this authority to date.....	1,778,510.00
Balance remaining unappropriated.....	1,221,490.00
Present unexpended balance January 1, 1906.....	580,218.97
Probable expenditures before June 30, 1906:	
Dredging under contract.....	\$160,000.00
Dredging with United States plant.....	96,000.00
Contingencies, inspection, examinations, etc.....	20,000.00
	276,000.00
Probable balance June 30, 1906.....	304,218.97
Probable expenditures during year ending June 30, 1907:	
Dredging under contract.....	\$320,000.00
Dredging with United States plant.....	200,000.00
Contingencies, inspection, examinations, etc.....	49,218.97
	569,218.97
Amount to be appropriated for year ending June 30, 1907.....	265,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Estimate is based upon requirements of contract agreements and estimated operation of Government plant.

**IMPROVING OHIO RIVER BELOW PITTSBURG, PA. (LOCKS AND DAMS NOS 13 AND 18.)**

Limit of expenditure authorized by act of March 3, 1899.....	\$1,600,000.00
Amount appropriated under this authority to date.....	1,106,600.00
Balance remaining unappropriated .....	493,400.00
Present unexpended balance January 1, 1906.....	488,727.62
Probable expenditures before June 30, 1906, construction work.....	101,572.89
Probable balance June 30, 1906 .....	387,154.73
Probable expenditures during year ending June 30, 1907, construction work.....	547,554.73
Amount to be appropriated for year ending June 30, 1907.....	160,400.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Estimate based on rates of existing contracts.

**IMPROVING HARBOR AT TOLEDO, OHIO.**

Limit of expenditure authorized by act of March 3, 1899.....	\$800,000.00
Amount appropriated under this authority to date.....	784,500.00
Balance remaining unappropriated .....	15,500.00
Present unexpended balance January 1, 1906 .....	175,224.18
Probable expenditures before June 30, 1906:	
To complete Lydon & Drew's contract .....	\$30,000.00
Winter expenses and river dredging (project May 2, 1905, par. 5) .....	20,000.00
	50,000.00
Probable balance June 30, 1906.....	125,224.18
Probable expenditures during year ending June 30, 1907:	
River dredging (as above) .....	30,000.00
Straight channel dredging (project May 2, 1905, par. 8, and maintenance).....	45,000.00
	75,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

No appropriation under the authorization of March 3, 1899, is required at this time.

UNDER THE ACT OF 1902.

IMPROVING ARTHUR KILL, NEW YORK AND NEW JERSEY.

Limit of expenditure authorized by act of June 13, 1902 .....	\$596,000.00
Amount appropriated under this authority to date.....	220,000.00
	<hr/>
Balance remaining unappropriated .....	376,000.00
	<hr/>
Present unexpended balance January 1, 1906 .....	152,421.54
Probable expenditures before June 30, 1906:	
Dredging .....	\$50,000.00
Contingencies .....	5,421.54
	<hr/>
	55,421.54
	<hr/>
Probable balance June 30, 1906.....	97,000.00
Probable expenditures during the year ending June 30, 1907:	
Dredging .....	\$134,000.00
Contingencies .....	13,000.00
	<hr/>
	147,000.00
	<hr/>
Amount to be appropriated for year ending June 30, 1907.....	50,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Estimate based on probable progress of the work.

IMPROVING BIG SANDY RIVER, WEST VIRGINIA AND KENTUCKY.

Limit of expenditure authorized by act of June 13, 1902.....	\$175,000.00
Amount appropriated under this authority to date.....	135,000.00
	<hr/>
Balance remaining unappropriated .....	40,000.00
	<hr/>
Present unexpended balance January 1, 1906.....	83,574.74
Probable expenditures before June 30, 1906:	
Completion of Lock No. 1, Tug Fork .....	\$18,555.90
Continuing construction of Lock No. 1, Levisa Fork .....	18,740.00
Completion of some minor work at Locks Nos. 1 and 2 under special project dated July 22, 1905 .....	8,023.26
Engineering expenses.....	2,300.00
	<hr/>
	47,619.16
	<hr/>
Probable balance June 30, 1906.....	35,955.58
Probable expenditures during year ending June 30, 1907:	
Completion of Lock No. 1, Levisa Fork .....	\$29,079.98
Engineering expenses .....	2,100.00
Amount withheld from the Lehigh Portland Cement Company pending conclusion of claim of Evansville Contract Company .....	1,380.05
Raising crest of Lock and Dam No. 3, near Louisa, Ky., in Big Sandy River.....	43,395.55
	<hr/>
	75,955.58
	<hr/>
Amount to be appropriated for year ending June 30, 1907.....	40,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Main work will be performed under contracts. Estimate based on probable progress.

**IMPROVING BLACK WARRIOR, WARRIOR, AND TOMBIGBEE RIVERS, ALABAMA.  
(LOCKS AND DAMS NOS. 1, 2, AND 3, TOMBIGBEE AND WARRIOR RIVERS.)**

Limit of expenditure authorized by act of June 13, 1902 .....	\$500,000.00
Amount appropriated under this authority to date .....	440,000.00
Balance remaining unappropriated .....	60,000.00
Present unexpended balance, January 1, 1906 .....	189,147.40
Probable expenditures before June 30, 1906:	
Lock and dam construction .....	\$42,500.00
Plant, and care and repair of same .....	15,000.00
Cement, coal, and other materials .....	60,000.00
Quarrying and delivering stone .....	20,000.00
Contingencies .....	15,000.00
	152,500.00
Probable balance June 30, 1906 .....	36,647.40
Probable expenditures during year ending June 30, 1907:	
Contingencies .....	\$21,647.40
Lock and dam construction .....	75,000.00
	96,647.40
Amount to be appropriated for year ending June 30, 1907 .....	60,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Work in progress by hire of labor. Estimate based on probable progress.

**IMPROVING HARBOR AT BOSTON, MASS. (35-FOOT CHANNELS).**

Limit of expenditure authorized by act of June 13, 1902 .....	\$3,000,000.00
Amount appropriated under this authority to date .....	1,470,000.00
Balance remaining unappropriated .....	1,530,000.00
Present unexpended balance January 1, 1906 .....	854,738.77
Probable expenditures before June 30, 1906:	
For dredging .....	\$255,850.77
For ledge removal .....	101,488.00
	357,338.77
Probable balance June 30, 1906 .....	497,400.00
Probable expenditures during the year ending June 30, 1907:	
Under existing contracts—	
Dredging .....	\$856,069.00
Ledge removal .....	166,331.00
	1,022,400.00
Under proposed contracts, ledge removal .....	75,000.00
	1,097,400.00
Amount to be appropriated for year ending June 30, 1907 .....	600,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Work under contract. Estimate based on probable progress.

**IMPROVING HARBOR AT CLEVELAND OHIO. (NEW HARBOR ENTRANCE AND  
BREAKWATER EXTENSION.)**

Limit of expenditure authorized by act of June 13, 1902 .....	\$2,300,000.00
Amount appropriated under this authority to date .....	1,137,500.00
Balance remaining unappropriated .....	1,162,500.00
Present unexpended balance, January 1, 1906 .....	441,511.00

## Probable expenditures before June 30, 1906:

For main entrance (contract and contingencies) .....	\$80,000.00	
East breakwater extension (contract and contingencies) .....	200,000.00	
		<u>\$280,000.00</u>

Probable balance June 30, 1906..... 181,511.10

## Probable expenditures during year ending June 30, 1907:

For main entrance (contract and contingencies) .....	\$180,000.00	
For east breakwater extension (contract and contingencies) .....	330,000.00	
		<u>510,000.00</u>

Amount to be appropriated for year ending June 30, 1907..... 350,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Estimate based on probable earnings under contract to March 3, 1907.

**IMPROVING DETROIT RIVER, MICHIGAN.**

Limit of expenditure authorized by act of June 13, 1902.....	\$1,250,000.00
Amount appropriated under this authority to date.....	<u>950,000.00</u>

Balance remaining unappropriated ..... 300,000.00

Present unexpended balance January 1, 1906..... 493,605.94

## Probable expenditures before June 30, 1906:

Dredging .....	\$410,000.00	
Contingencies .....	15,000.00	
		<u>425,000.00</u>

Probable balance June 30, 1906..... 68,000.00

## Probable expenditures during year ending June 30, 1907:

Dredging .....	\$350,000.00	
Contingencies.....	18,000.00	
		<u>368,000.00</u>

Amount to be appropriated for year ending June 30, 1907..... 300,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

All the above under contract to be completed in 1907.

**IMPROVING HARBOR AT GLOUCESTER, MASS.**

Limit of expenditure authorized by act of June 13, 1902 .....	\$227,083.00
Amount appropriated under this authority to date.....	<u>210,000.00</u>

Balance remaining unappropriated ..... 17,083.00

Present unexpended balance January 1, 1906 ..... 1,007.24

Probable expenditures before June 30, 1906: Due under contract for breakwater construction ..... 12,242.70

Probable minus balance June 30, 1906 ..... 11,235.46

Probable expenditures during year ending June 30, 1907: For survey of and removal of Round Rock in accordance with river and harbor act of June 13, 1902..... 5,847.54

Amount to be appropriated for year ending June 30, 1907..... 17,083.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Contract for completing the breakwater was completed September 30, 1905.

**IMPROVING GREAT PEDEE RIVER, SOUTH CAROLINA (UPPER PORTION).**

Limit of expenditure authorized by act of June 13, 1902 .....	\$106,300.00
Amount appropriated under the authority to date .....	65,000.00
Balance remaining unappropriated .....	41,300.00
Present unexpended balance January 1, 1906 .....	33,000.00
Probable expenditures before June 30, 1906: Dredging .....	13,000.00
Probable balance June 30, 1906 .....	20,000.00
Probable expenditures during year ending June 30, 1907: Dredging ..	20,000.00
The work to be carried on under the appropriation asked for is a part of the existing approved project.	
Dredging to be done with Government plant.	

**IMPROVING KENNEBEC RIVER, MAINE (BETWEEN GARDINER AND AUGUSTA.**

Limit of expenditure authorized by act of June 13, 1902 .....	\$41,000.00
Balance remaining unappropriated .....	41,000.00
Present unexpended balance January 1, 1906 .....	40,000.00
Probable expenditures before June 30, 1906:	
Dredging .....	\$15,000.00
Contingencies .....	1,500.00
	16,500.00
Probable balance June 30, 1906 .....	23,500.00
Probable expenditures during year ending June 30, 1907:	
Dredging .....	\$35,000.00
Contingencies .....	3,500.00
	38,500.00
Amount to be appropriated for year ending June 30, 1907 .....	15,000.00
The work to be carried on under the appropriation asked for is a part of the existing approved project.	
Estimate based on average contract rate of progress.	

**IMPROVING LAKE ERIE ENTRANCE TO BLACK ROCK HARBOR AND ERIE BASIN, NEW YORK.**

Limit of expenditure authorized by act of June 13, 1902 .....	\$614,643.00
Amount appropriated under this authority to date .....	377,000.00
Balance remaining unappropriated .....	237,643.00
Present unexpended balance January 1, 1906 .....	336,541.95
Probable expenditures before June 30, 1906: Rock removal .....	183,063.97
Probable balance June 30, 1906 .....	153,477.98
Probable expenditures during year ending June 30, 1907: Rock removal ..	391,120.98
Amount to be appropriated for year ending June 30, 1907 .....	237,643.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

The estimate of expenditures is based on written statements of the contractors as to what they expect to earn.

Under contract for completion December 31, 1906.

**IMPROVING MIDDLE AND WEST NEEBISH CHANNELS, ST. MARYS RIVER, MICHIGAN.**

Limit of expenditure authorized by act of June 13, 1902 .....	\$4,000,000.00
Amount appropriated under this authority to date .....	2,000,000.00
Balance remaining unappropriated .....	2,000,000.00
Present unexpended balance January 1, 1906 .....	809,663.82



Probable expenditures before June 30, 1906:

Dredging .....	\$285,000.00	
Rock excavation .....	292,000.00	
Retaining walls .....	20,000.00	
Cribs .....	5,000.00	
Contingencies .....	25,000.00	
		<u>\$627,000.00</u>

Probable balance June 30, 1906..... 182,663.89

Probable expenditures during year ending June 30, 1907:

Dredging .....	\$300,663.89	
Rock excavation .....	780,000.00	
Retaining walls .....	40,000.00	
Cribs .....	12,000.00	
Contingencies .....	50,000.00	
		<u>1,182,663.89</u>

Amount to be appropriated for year ending June 30, 1907..... 1,000,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

All work under contract for full completion by June, 1908.

**IMPROVING HARBOR AT NEW HAVEN, CONN.**

(See page 1307.)

**IMPROVING OUACHITA AND BLACK RIVERS, ARKANSAS AND LOUISIANA.  
(LOCKS NOS. 4 AND 6.)**

Limit of expenditure authorized by act of June 13, 1902 ..... \$353,954.00  
Amount appropriated under this authority to date..... 262,000.00

Balance remaining unappropriated ..... 91,954.00

Present unexpended balance January 1, 1906..... 298,258.83

Probable expenditures before June 30, 1906:

Lock and dam construction under contract.....	\$77,200.00	
Superintendence .....	3,800.00	
Contingencies .....	3,000.00	
		<u>84,000.00</u>

Probable balance June 30, 1906..... 214,258.83

Probable expenditures during year ending June 30, 1907:

Lock and dam construction under contract.....	287,463.83	
Superintendence .....	10,900.00	
Contingencies .....	7,849.00	
		<u>306,212.83</u>

Amount to be appropriated for year ending June 30, 1907..... 91,954.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Main work under contract for completion by December 31, 1906, but will be delayed several months.

**IMPROVING PASSAIC RIVER, NEW JERSEY.**

Limit of expenditure authorized by act of June 13, 1902..... \$221,000.00  
Amount appropriated under this authority to date..... 175,000.00

Balance remaining unappropriated ..... 46,000.00

Present unexpended balance January 1, 1906 ..... 170,820.57

Probable expenditures before June 30, 1906:

Dredging .....	\$64,000.00	
Contingencies .....	5,820.57	
		<u>69,820.57</u>

Probable balance June 30, 1906..... 101,000.00

Probable expenditures during year ending June 30, 1907:

Dredging .....	\$97,650.03
Diking .....	39,500.00
Contingencies .....	9,849.97
	<u>\$147,000.00</u>

Amount to be appropriated for year ending June 30, 1907..... 46,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Under contract for completion June 30, 1907.

#### IMPROVING SAN PABLO BAY, CALIFORNIA.

Limit of expenditure authorized by act of June 13, 1902..... \$281,000.00  
Amount appropriated under this authority to date..... 200,000.00

Balance remaining unappropriated ..... 81,000.00

Present unexpended balance January 1, 1906..... 34,831.59

Probable expenditures before June 30, 1906:

Dredging .....	\$80,000.00
Contingencies .....	8,000.00
	<u>88,000.00</u>

Probable minus balance June 30, 1906..... 53,168.41

Amount to be appropriated for year ending June 30, 1907..... 53,168.41

The work to be carried on under the appropriation asked for is a part of the existing approved project.

The work is under contract, which will be finished before the close of the present fiscal year.

#### IMPROVING SOUTHWEST PASS, MISSISSIPPI RIVER.

List of expenditure authorized by act of June 13, 1902..... \$2,750,000.00  
Amount appropriated under this authority to date..... 2,250,000.00

Balance remaining unappropriated ..... 500,000.00

Present unexpended balance January 1, 1906..... 1,140,321.15

Probable expenditures before June 30, 1906:

Construction of jetties under contract, 6 months, at \$100,000 .....	\$600,000.00
Contingencies, administration, and inspection, 10 per cent. ....	60,000.00
Operation of dredge <i>Barnard</i> .....	33,000.00
Repairs to U. S. boat <i>Chere Amie</i> .....	9,808.47
Purchase of supply boat .....	29,000.00
Operation of supply boat, 6 months, at \$1,500.....	9,000.00
	<u>740,808.47</u>

Probable balance June 30, 1906..... 399,512.68

Probable expenditures during year ending June 30, 1907:

Construction of jetties under contract.....	\$547,234.34
Payment of retained percentage .....	105,995.56
Contingencies, administration, and inspection, about.....	103,282.78
Operation of dredges <i>Barnard</i> and <i>Benyard</i> , at \$62,500 per annum each .....	125,000.00
Operation of supply boat, 12 months, at \$1,500 per month.....	18,000.00
	<u>899,512.68</u>

Amount to be appropriated for year ending June 30, 1907.... 500,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved subject.

The main work is under contract; the dredging is done by hire of labor.

**IMPROVING TRINITY RIVER, TEXAS.**

Limit of expenditure authorized by act of June 13, 1902 .....	\$275,000.00
Amount appropriated under this authority to date.....	250,000.00
Balance remaining unappropriated .....	25,000.00
Amount to be appropriated for year ending June 30, 1907.....	25,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Balance remaining of funds authorized for snagging below section 1 in the river and harbor act of June 13, 1902, not having been appropriated, was not diverted to locks and dams by act of March 3, 1905. Needed for use in clearing river of snags.

**UNDER THE ACT OF 1905.****DAM AT HERR ISLAND, ALLEGHENY RIVER, NEAR PITTSBURG, PA. (LOCKS AND DAMS AT HERR ISLAND, AT HEAD OF SIX-MILE ISLAND, AND AT SPRINGDALE.)**

Limit of expenditure authorized by act of March 3, 1905 .....	\$281,228.63
Balance remaining unappropriated .....	281,228.63
Present unexpended balance January 1, 1906 .....	\$11,898.04
Less outstanding liabilities .....	1,134.50
	10,763.54
Probable expenditures before June 30, 1906:	
Completing dam construction (Dam No. 3) .....	6,000.00
Dam construction (Dam No. 2) .....	75,000.00
Lock gate construction (Dam No. 2) .....	5,000.00
Bank restoration (Dam No. 3) .....	15,000.00
Contingencies .....	9,763.54
	110,763.54
Probable minus balance June 30, 1906 .....	100,000.00
Probable expenditures during year ending June 30, 1907:	
Dam construction (Dam No. 2) .....	\$125,000.00
Lock gates, lock houses, etc. (Dam No. 2) .....	25,000.00
Dredging .....	10,000.00
Lock house (Dam No. 3) .....	4,000.00
Contingencies .....	17,228.63
	181,228.63
Amount to be appropriated for year ending June 30, 1907.....	281,228.63

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Main work under contract. All work will probably be finished by January 1, 1907.

**IMPROVING ARANSAS PASS AND BAY, TEXAS.**

Limit of expenditure authorized by act of March 3, 1905 .....	\$100,000.00
Balance remaining unappropriated .....	100,000.00
Present unexpended balance January 1, 1906 .....	55,354.60
Probable expenditures before June 30, 1906 (jetties) .....	55,354.60
Probable expenditures during year ending June 30, 1907 (jetties)....	100,000.00
Amount to be appropriated for year ending June 30, 1907.....	100,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Jetty repairs being done under contract and will probably be completed by June 30, 1906.

**IMPROVING BAYOU PLAQUEMINE, LOUISIANA.**

Limit of expenditure authorized by act of March 3, 1905.....	\$100,000.00
Balance remaining unappropriated.....	100,000.00
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Present unexpended balance January 1, 1906.....	383,458.77
Probable expenditures before June 30, 1906:	
Under contract for operating machinery, etc.....	\$84,000.00
Under contract for lock gates.....	31,813.45
Under contract for protection levee, etc.....	4,023.80
Under contract for excavation and bayou approach..	105,872.00
Superintendence, inspection, and contingencies in connection with above.....	9,290.75
	<hr/>
	215,000.00
Probable balance June 30, 1906.....	168,458.77
Probable expenditures during year ending June 30, 1907:	
To be applied as cost of constructing the approaches to the lock at Plaquemine, La.....	\$165,000.00
Expenditures under contracts for enlarging Bayou Plaquemine, Louisiana, etc.....	84,002.89
Superintendence, inspection, and contingencies.....	19,455.88
	<hr/>
	268,458.77
Amount to be appropriated for year ending June 30, 1907....	100,000.00
The work to be carried on under the appropriation asked for is a part of the exist- ing approved project.	
Estimated on rates of existing contract and contracts to be made.	

**IMPROVING HARBOR AT HOLLAND, BLACK LAKE, MICHIGAN.**

Limit of expenditure authorized by act of March 3, 1905.....	\$110,000.00
Balance remaining unappropriated.....	110,000.00
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Present unexpended balance, January 1, 1906.....	69,476.28
Probable expenditures before June 30, 1906:	
Pier work.....	\$20,000.00
Dredging.....	5,000.00
Contingencies.....	2,500.00
	<hr/>
	27,500.00
Probable balance June 30, 1906.....	41,976.28
Probable expenditures during year ending June 30, 1907:	
Pier work.....	\$89,016.23
Dredging.....	5,000.00
Pier repairs.....	10,000.00
Contingencies.....	7,960.05
	<hr/>
	111,976.28
Amount to be appropriated for year ending June 30, 1907.....	70,000.00
The work to be carried on under the appropriation asked for is a part of the exist- ing approved project.	
The estimate is based on probable earnings under contract and expenditures in repairs and maintenance.	

**IMPROVING BLACK ROCK HARBOR, NEW YORK.**

Limit of expenditure authorized by act of March 3, 1905.....	\$600,000.00
Balance remaining unappropriated.....	600,000.00
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Present unexpended balance January 1, 1906.....	99,952.00
Probable expenditures before June 30, 1906:	
Dredging and rock removal.....	\$95,952.00
Contingencies.....	4,000.00
	<hr/>
	99,952.00
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Probable expenditures during year ending June 30, 1907:

Dredging and rock removal .....	\$222,000.00	
Contingencies .....	11,000.00	
		\$233,000.00

Amount to be appropriated for year ending June 30, 1907..... 233,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Under contract for completion December 31, 1908.

Land not acquired at time of submitting the regular estimates.

#### **IMPROVING BLACK WARRIOR, WARRIOR, AND TOMBIGBEE RIVERS, ALABAMA.**

Limit of expenditure authorized by act of March 3, 1905 .....	\$781,486.00
Balance remaining unappropriated .....	781,486.00

Present unexpended balance January 1, 1906..... 83,101.99

Probable expenditures before June 30, 1906:

Lock and dam construction .....	\$188,000.00	
Gates and special irons .....	15,000.00	
Lock houses .....	10,000.00	
Construction of dredge .....	40,000.00	
Contingencies .....	27,000.00	
		280,000.00

Probable minus balance June 30, 1906..... 196,898.01

Probable expenditures during year ending June 30, 1907:

Lock and dam construction .....	\$260,000.00	
Gates and special irons .....	25,000.00	
Lock houses .....	15,000.00	
Contingencies .....	46,567.99	
		346,567.99

Amount to be appropriated for year ending June 30, 1907..... 543,466.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Work in progress by contract and hire of labor. Estimate based on present and probable future progress.

#### **IMPROVING MOUTH OF BRAZOS RIVER, TEXAS.**

Limit of expenditure authorized by act of March 3, 1905 .....	\$87,500.00
Balance remaining unappropriated .....	87,500.00

Present unexpended balance, January 1, 1906..... 55,236.05

Probable expenditures before June 30, 1906, jetties..... 55,236.05

Probable expenditures during year ending June 30, 1907:

Jetties.....	\$77,500.00	
Bank protection.....	10,000.00	
		87,500.00

Amount to be appropriated for year ending June 30, 1907..... 87,500.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Jetty work under contract. Date of completion, July, 1906. Estimate based on contract requirements and probable progress of hired labor work of bank protection.

#### **IMPROVING HARBOR AT BURLINGTON, VT.**

Limit of expenditure authorized by act of March 3, 1905.....	\$51,855.00
Balance remaining unappropriated .....	51,855.00

Present unexpended balance January 1, 1906..... 37,251.90

Probable expenditures before June 30, 1906: Engineering expenses and contingencies .....	1,000.00
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Probable balance June 30, 1906..... 36,251.90

Probable expenditures during year ending June 30, 1907: Repair of breakwater .....	36,251.90
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The work to be carried on under the appropriation asked for is a part of the existing approved project.

**IMPROVING CALUMET RIVER, ILLINOIS AND INDIANA.**

Limit of expenditure authorized by act of March 3, 1905.....	\$178,000.00
Balance remaining unappropriated .....	178,000.00
<hr/>	
Present unexpended balance January 1, 1906 .....	89,854.62
Probable expenditures before June 30, 1906:	
Rock excavation .....	\$34,175.38
Contingencies .....	5,679.24
	<hr/>
	39,854.62
Probable balance June 30, 1906.....	50,000.00
Probable expenditures during year ending June 30, 1907:	
Rock excavation .....	\$94,000.00
Dredging (including maintenance) .....	94,000.00
Contingencies.....	18,000.00
	<hr/>
	206,000.00
Amount to be appropriated for year ending June 30, 1907....	156,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Based on rates of existing contract and estimated progress of dredging under contract to be made.

**IMPROVING CAPE FEAR RIVER, NORTH CAROLINA (AT AND BELOW WILMINGTON).**

Limit of expenditure authorized by act of March 3, 1905.....	\$300,000.00
Balance remaining unappropriated .....	300,000.00
<hr/>	
Present unexpended balance January 1, 1906.....	108,018.29
Probable expenditures before June 30, 1906.....	108,018.29
Probable expenditures during year ending June 30, 1907:	
Dredging with existing plant.....	\$50,000.00
Dredging with proposed additional plant.....	40,000.00
Repairing existing plant (rebuilding part of it).....	20,000.00
Constructing proposed additional plant .....	60,000.00
Repairing New Inlet and Swash Defense Dams .....	10,000.00
Superintendence and contingencies .....	20,000.00
	<hr/>
	200,000.00
Amount to be appropriated for year ending June 30, 1907.....	200,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

The work is being done by Government plant and hired labor.

**IMPROVING MOUTH OF COLUMBIA RIVER, OREGON AND WASHINGTON.**

Limit of expenditure authorized by act of March 3, 1905.....	\$300,000.00
Balance remaining unappropriated .....	300,000.00
<hr/>	
Present unexpended balance, January 1, 1906.....	91,993.95
Probable expenditures before June 30, 1906:	
For rock (delivered), under contract.....	\$250,299.54
Repairs to and construction of tramway.....	31,000.00
Plant.....	50,000.00
Contingencies .....	21,694.41
	<hr/>
	352,993.95
Probable minus balance June 30, 1906.....	261,000.00
Probable expenditures during year ending June 30, 1907, for rock, etc .....	39,000.00
Amount to be appropriated for year ending June 30, 1907.....	300,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

The work is in progress by hire of labor.

**IMPROVING COLUMBIA RIVER, WASHINGTON, BETWEEN THE MOUTH OF THE WILLAMETTE RIVER AND THE CITY OF VANCOUVER.**

Limit of expenditure authorized by act of March 3, 1905.....	\$30,000.00
Balance remaining unappropriated .....	30,000.00
Present unexpended balance January 1, 1906 .....	18,000.66
Probable expenditures before June 30, 1906:	
Outstanding liabilities January 1, 1906.....	\$2,127.00
For completion of existing contract.....	5,840.00
Office expenses, engineering, and contingencies.....	1,033.66
	9,000.66
Probable balance June 30, 1906.....	9,000.00
Probable expenditures during year ending June 30, 1907:	
Dredging .....	15,000.00
Repairs to dike.....	5,000.00
Office expenses, engineering, and contingencies.....	2,000.00
	22,000.00
Amount to be appropriated for year ending June 30, 1907 .....	13,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Present work under contract to be finished March, 1906.

**IMPROVING COLUMBIA RIVER AT THREE-MILE RAPIDS, OREGON AND WASHINGTON (BETWEEN THE FOOT OF THE DALLES RAPIDS AND THE HEAD OF CELILO FALLS).**

Limit of expenditure authorized by act of March 3, 1905.....	\$250,000.00
Balance remaining unappropriated .....	250,000.00
Present unexpended balance, January 1, 1906 .....	251,982.52
Probable expenditures before June 30, 1906:	
Outstanding liabilities January 1, 1906.....	\$35,263.00
For existing contracts.....	156,877.00
Office expenses, engineering, and contingencies ....	10,000.00
	202,140.00
Probable balance June 30, 1906.....	49,842.52
Probable expenditures during year ending June 30, 1907:	
For completion of existing contracts.....	\$165,000.00
For rock and gravel excavation, office expenses, engineering, and contingencies .....	134,842.52
	299,842.52
Amount to be appropriated for year ending June 30, 1907.....	250,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Work is now under contract and will probably be completed December 31, 1906.

**IMPROVING COLUMBIA AND LOWER WILLAMETTE RIVERS BELOW PORTLAND, OREG.**

Limit of expenditure authorized by act of March 3, 1905.....	\$125,000.00
Balance remaining unappropriated .....	125,000.00
Present unexpended balance January 1, 1906 .....	55,220.00
Probable expenditures before June 30, 1906:	
Outstanding liabilities January 1, 1906.....	\$3,050.00
Dredging operations, office expenses, engineering, and contingencies .....	40,000.00
	43,050.00
Probable balance June 30, 1906 .....	12,170.00

## Probable expenditures during year ending June 30, 1907:

Dredging operations, maintenance of plant, office expenses, engineering, and contingencies.....	\$85,000.00	
Permanent works of construction.....	52,170.00	
		<u>\$137,170.00</u>

Amount to be appropriated for year ending June 30, 1907..... 125,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

The work is being done by hired labor. Estimate based on probable progress.

**IMPROVING CUMBERLAND RIVER ABOVE NASHVILLE, TENN. (LOCK AND DAM NO. 21.)**

Limit of expenditure authorized by act of March 3, 1905.....	\$200,000.00	
Balance remaining unappropriated .....	200,000.00	

Present unexpended balance January 1, 1906..... 98,701.57

## Probable expenditures before June 30, 1906:

Masonry of lock and abutment, with excavation and riprap.....	\$36,000.00	
Engineering and contingencies .....	2,701.57	
		<u>38,701.57</u>

Probable balance June 30, 1906..... 60,000.00

## Probable expenditures during year ending June 30, 1907:

Masonry of lock and dam, with abutment, paving, and riprap.....	\$150,000.00	
Lock gates, valves, and other metal work .....	20,000.00	
Engineering and contingencies .....	10,000.00	
		<u>180,000.00</u>

Amount to be appropriated for year ending June 30, 1907..... 120,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

The work authorized as indicated above is under contract in part. It should be completed entirely by December 31, 1907.

**IMPROVING DELAWARE RIVER, PENNSYLVANIA AND NEW JERSEY.**

Limit of expenditure authorized by act of March 3, 1905 .....	\$1,000,000.00	
Balance remaining unappropriated .....	1,000,000.00	

Present unexpended balance January 1, 1906..... 514,124.16

## Probable expenditures before June 30, 1906:

Dredging .....	\$497,527.75	
Rock removal.....	41,938.00	
Plant; balance on account of dredge <i>Delaware</i> , and construction of rehandling machine.....	127,297.56	
Repairs to United States plant.....	20,000.00	
Contingencies .....	15,410.00	
		<u>702,173.31</u>

Probable minus balance June 30, 1906..... 188,049.12

## Probable expenditures during year ending June 30, 1907:

Dredging .....	\$689,316.68	
Rock removal.....	63,250.00	
Repairs to United States plant .....	25,000.00	
Contingencies.....	34,384.20	
		<u>811,950.88</u>

Amount to be appropriated for year ending June 30, 1907..... 1,000,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Estimate based on rates of existing contracts which are to be completed December 31, 1906.



**IMPROVING DETROIT RIVER, MICHIGAN.**

Limit of expenditure authorized by act of March 3, 1905.....	\$400,000.00
Balance remaining unappropriated .....	400,000.00
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Probable expenditures during year ending June 30, 1907:	
Dredging .....	\$350,000.00
Contingencies.....	50,000.00
	<hr/>
Amount to be appropriated for year ending June 30, 1907.....	400,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

At the present rate of expenditure the full amount will be used before the close of the fiscal year 1907.

**IMPROVING HARBOR AT DULUTH, MINN., AND SUPERIOR, WIS.**

Limit of expenditure authorized by act of March 3, 1905.....	\$300,000.00
Balance remaining unappropriated .....	300,000.00
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Present unexpended balance January 1, 1906.....	272,029.06
Probable expenditures before June 30, 1906:	
Pier work.....	\$20,000.00
Plant.....	25,000.00
Protection work.....	10,000.00
Engineer building.....	15,000.00
Contingencies.....	10,029.06
	<hr/>
Probable balance June 30, 1906.....	192,000.00
Probable expenditures during year ending June 30, 1907:	
Pier work .....	\$217,000.00
Dredging .....	25,000.00
Parks .....	10,000.00
Contingencies.....	40,000.00
	<hr/>
	292,000.00

Amount to be appropriated for year ending June 30, 1907.. 100,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Work is being done by hired labor. Estimate based on probable rate.

**IMPROVING HARBOR AT GALVESTON, TEX.**

Limit of expenditure authorized by act of March 3, 1905.....	\$250,000.00
Balance remaining unappropriated .....	250,000.00
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Present unexpended balance January 1, 1906.....	79,290.73
Probable expenditures before June 30, 1906:	
Dredging .....	\$45,000.00
Jetties.....	30,370.07
Resurvey and chart .....	920.66
Plant.....	3,000.00
	<hr/>
	79,290.73
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Probable expenditures during year ending June 30, 1907:	
Dredging .....	\$75,000.00
Jetties.....	125,000.00
Transfer to Galveston channel.....	50,000.00
	<hr/>
Amount to be appropriated for year ending June 20, 1907.....	\$250,000.00
	250,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Estimate based on present rate of expenditure.

**IMPROVING GALVESTON SHIP CHANNEL AND BUFFALO BAYOU, TEXAS.**

Limit of expenditure authorized by act of March 3, 1905.....	\$200,000.00
Balance remaining unappropriated .....	200,000.00
Present unexpended balance January 1, 1906.....	275,908.97
Probable expenditures before June 30, 1906: Dredging.....	159,500.00
Probable balance June 30, 1906.....	116,408.97
Probable expenditures during year ending June 30, 1907: Dredging..	316,406.97
Amount to be appropriated for year ending June 30, 1907.....	200,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Under contract for partial completion. Contract for additional work will probably be entered into about March 1, 1906.

**IMPROVING HILLSBORO BAY, FLORIDA.**

Limit of expenditure authorized by act of March 3, 1905.....	\$348,350.00
Balance remaining unappropriated .....	348,350.00
Present unexpended balance January 1, 1906 .....	53,741.04
Probable expenditures before June 30, 1906:	
Dredging .....	\$44,633.24
Rock removal.....	3,733.80
Contingencies.....	5,374.00
	53,741.04
Probable expenditures during year ending June 30, 1907:	
Dredging .....	\$315,515.00
Contingencies.....	32,835.00
	\$348,350.00
Amount to be appropriated for year ending June 30, 1907.....	348,350.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Work under contract. Estimate based on contract rates.

**IMPROVING HARBOR AT HONOLULU, HAWAII.**

Limit of expenditures authorized by act of March 3, 1905.....	\$200,000.00
Balance remaining unappropriated .....	200,000.00
Present unexpended balance January 1, 1906.....	152,067.40
Probable expenditures before June 30, 1906:	
Dredging .....	\$146,316.88
Contingencies .....	5,750.52
	152,067.40
Probable expenditures during year ending June 30, 1907, dredging...	200,000.00
Amount to be appropriated for year ending June 30, 1907.....	200,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

The work is now under contract, which will probably be finished early in the fiscal year 1907.

**IMPROVING HARBOR AT HURON, OHIO.**

Limit of expenditure authorized by act of March 3, 1905.....	\$200,000.00
Balance remaining unappropriated .....	200,000.00
Present unexpended balance January 1, 1906.....	52,069.69
Probable expenditures before June 30, 1906: Completing substructure of 2 pierheads and west jetty extension, hired labor.....	35,000.00
Probable balance June 30, 1906.....	17,069.69

Probable expenditures during year ending June 30, 1907:

Completing pierheads and west jetty extension.....	\$23,387.69
East jetty (Rubble Mound).....	63,810.00
Repairing and concreting parts of west jetty.....	41,450.00
Removing part of old east jetty.....	4,422.00
Dredging.....	34,000.00
	<hr/>
	\$167,069.69

Amount to be appropriated for year ending June 30, 1907..... 150,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Part of work is going on by hire of labor. Remainder will be put under contract soon.

#### ILLINOIS AND MISSISSIPPI CANAL.

Limit of expenditure authorized by act of March 3, 1905..... \$200,000.00

Balance remaining unappropriated..... 200,000.00

Present unexpended balance January 1, 1906..... 412,299.80

Probable expenditures before June 30, 1906:

Earthwork and rockwork.....	\$11,481.00
Locks and aqueducts.....	73,709.00
Docking.....	10,700.00
Culverts and intakes.....	2,265.00
Bridges.....	44,785.00
Lock keepers' houses.....	13,850.00
Sterling dam.....	20,000.00
Fences.....	1,940.00
Rock River allotment.....	67,500.00
Superintendence and care of plant.....	13,850.00
Contingencies.....	15,691.80
	<hr/>
	275,711.80

Probable balance June 30, 1906..... 186,588.00

Probable expenditures during year ending June 30, 1907:

Earthwork and rockwork.....	13,620.00
Locks and aqueducts.....	40,987.00
Culverts.....	420.00
Bridges.....	111,135.00
Lock keepers' houses.....	19,250.00
Sterling dam.....	80,000.00
Fences.....	1,940.00
Superintendence and care of plant.....	28,250.00
Contingencies.....	40,988.00
	<hr/>
	336,588.00

Amount to be appropriated for year ending June 30, 1907..... 200,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

The amount asked for is based on the present rate of expenditure by hired labor.

#### IMPROVING HARBOR AT LYNN, MASS.

Limit of expenditure authorized by act of March 3, 1905..... \$97,937.00

Balance remaining unappropriated..... 97,937.00

Present unexpended balance January 1, 1906..... 16,585.47

Probable expenditures before June 30, 1906, dredging..... 19,000.00

Probable minus balance June 30, 1906..... 2,414.53

Probable expenditures during year ending June 30, 1907, dredging... 95,522.47

Amount to be appropriated for year ending June 30, 1907..... 97,937.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Under contract for completion June 30, 1907.

**IMPROVING MISSISSIPPI RIVER FROM MOUTH OF OHIO RIVER TO MINNEAPOLIS,  
MINN. (BETWEEN MISSOURI RIVER AND ST. PAUL).**

Limit of expenditure authorized by act of March 3, 1905.....	\$300,000.00	(a)
Balance remaining unappropriated .....	300,000.00	
Annual allotment authorized.....	300,000.00	(a)
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Present unexpended balance January 1, 1906.....	169,410.99	
Probable expenditures before June 30, 1906:		
Dams and shore protections.....	\$50,000.00	
Plant, repairs, and care.....	15,000.00	
Dredging and miscellaneous.....	15,000.00	
Contingencies.....	17,000.00	
	<hr/>	
	97,000.00	
Probable balance June 30, 1906.....	72,410.99	
Probable expenditures during year ending June 30, 1907:		
Dams and shore protections.....	\$250,000.00	
Plant, repairs, and care.....	35,000.00	
Dredging and miscellaneous .....	55,000.00	
Contingencies.....	32,410.99	
	<hr/>	
	372,410.99	
Amount to be appropriated for year ending June 30, 1907.....	300,000.00	(a)

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Pledged for fiscal year 1907 in river and harbor act approved March 3, 1905.

**\*IMPROVING MISSISSIPPI RIVER FROM MOUTH OF OHIO RIVER TO MINNEAPOLIS, MINN. (AT MOLINE, ILL.).**

Limit of expenditure authorized by act of March 3, 1905.....	\$286,000.00	(a)
Balance remaining unappropriated .....	286,000.00	
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Present unexpended balance January 1, 1907.....	69,055.13	
Probable expenditures before June 30, 1906:		
Rock excavation and dam construction .....	\$25,000.00	
Plant, repairs and care.....	6,000.00	
Dredging and miscellaneous.....	5,000.00	
Contingencies.....	2,000.00	
	<hr/>	
	38,000.00	(a)
Probable balance June 30, 1906.....	31,055.13	
Probable expenditures during year ending June 30, 1907:		
Rock excavation and dam construction .....	\$40,000.00	
Plant, repairs, and care.....	3,000.00	
Dredging and miscellaneous.....	3,000.00	
Lock construction .....	130,000.00	
Contingencies.....	5,055.13	
	<hr/>	
	181,055.13	
Amount to be appropriated for year ending June 30, 1907.....	150,000.00	(a)

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Estimated expenditure for authorized work to be done by hired labor.

**IMPROVING MISSISSIPPI RIVER FROM MOUTH OF OHIO RIVER TO MINNEAPOLIS, MINN., LOCKS AND DAMS NOS. 1 AND 2 (BETWEEN ST. PAUL AND MINNEAPOLIS).**

Limit of expenditure authorized by act of March 3, 1905.....	\$299,543.00	(a)
Balance remaining unappropriated .....	299,543.00	
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Present unexpended balance January 1, 1906.....	313,859.15	

## Probable expenditures before June 30, 1906:

Plant.....	\$3,000.00	
Pumping .....	2,500.00	
Excavation .....	20,000.00	
Foundation work .....	10,000.00	
Concrete superstructure.....	22,359.16	
Repairs to Lock and Dam No. 2, and contingencies..	22,500.00	
		<u>\$80,359.16</u>

Probable balance June 30, 1906..... 233,500.00

## Probable expenditures during year ending June 30, 1907:

Cofferdam and pumping.....	\$20,000.00	
Lands .....	10,000.00	
Plant .....	10,000.00	
Foundation work and concrete superstructure.....	128,200.00	
Gates, valves, etc.....	40,000.00	
Filling .....	10,000.00	
General and contingencies.....	45,300.00	
		<u>283,500.00</u>

Amount to be appropriated for year ending June 30, 1907..... 30,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

The work is being done by day labor and purchase of materials. Estimate based on expected progress.

**IMPROVING MONONGAHELA RIVER, PA. (LOCK AND DAM NO. 3).**

Limit of expenditure authorized by act of March 3, 1905.....	\$389,196.00
Balance remaining unappropriated .....	<u>389,196.00</u>

Present unexpended balance January 1, 1906 .....	\$97,703.34	
Less outstanding liabilities.....	3,800.93	
		<u>93,902.41</u>

## Probable expenditures before June 30, 1906:

For construction of lock .....	108,470.20	
Dam and abutment.....	24,589.90	
		<u>133,060.10</u>

Probable minus balance June 30, 1906..... —39,157.69

## Probable expenditures during year ending June 30, 1907:

Completion of lock, etc.....	\$128,839.03	
Completion of dam and abutment .....	82,336.44	
Power house and lock houses .....	25,000.00	
Machinery, etc., for lock and dam.....	35,000.00	
Lock gates .....	25,000.00	
Dredging above and below lock .....	4,000.00	
Paving slopes at lock .....	5,954.80	
Contingencies .....	43,918.04	
		<u>350,038.31</u>

Amount to be appropriated for year ending June 30, 1907..... 389,196.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

The lock is under contract for completion and the dam is being built by hired labor. Probable date of completion December 31, 1906.

**IMPROVING HARBOR AT OAKLAND, CAL.**

Limit of expenditure authorized by act of March 3, 1905 .....	\$250,000.00
Balance remaining unappropriated .....	<u>250,000.00</u>

Present unexpended balance January 1, 1906.....	109,840.53
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## Probable expenditures before June 30, 1906:

Dredging .....	\$94,500.00	
Contingencies .....	9,000.00	
		<u>103,500.00</u>

Probable balance June 30, 1906..... 6,340.53

## Probable expenditures during year ending June 30, 1907:

Dredging .....	\$79,275.00	
Contingencies .....	8,000.00	
		<u>\$87,275.00</u>

Amount to be appropriated for year ending June 30, 1907..... 81,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

The estimates are based on the rates of an existing contract.

**IMPROVING OHIO RIVER BELOW PITTSBURG, PA. (LOCKS AND DAMS NOS. 2-6.)**

Limit of expenditure authorized by act of March 3, 1905 .....	\$1,281,376.00
Balance remaining unappropriated .....	<u>1,281,376.00</u>

Present unexpended balance, January 1, 1906 .....	\$372,337.04	
Less outstanding liabilities .....	11,101.00	
		<u>361,236.04</u>

## Probable expenditures before June 30, 1906:

Movable dams, etc .....	320,400.00	
Lock alterations, gates, buildings, etc .....	190,500.00	
Operating machinery .....	100,000.00	
Superintendence and contingencies .....	53,000.00	
		<u>663,900.00</u>

Probable minus balance June 30, 1906..... -302,663.96

## Probable expenditures during year ending June 30, 1907:

Completion of dams .....	\$524,200.00	
Lock alterations, gates, buildings, operating machinery, etc .....	328,100.00	
Dredging .....	65,000.00	
Superintendence and contingencies .....	61,412.04	
		<u>978,712.04</u>

Amount to be appropriated for year ending June 30, 1907..... 1,281,376.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Contracts for all items of the above work that will take longer than six months to execute have already been entered into for the completion of Locks Nos. 2-5, Ohio River, including the necessary changes in order to make a 9-foot depth from Locks Nos. 1 to 6, Ohio River.

The entire project will be completed on or before June 30, 1907; manner of doing work not let, undetermined.

**IMPROVING OHIO RIVER BELOW PITTSBURG, PA. (LOCKS NOS. 8 AND 11.)**

Limit of expenditure authorized by act of March 3, 1905 .....	\$160,000.00
Balance remaining unappropriated .....	<u>160,000.00</u>

Present unexpended balance January 1, 1906 .....	400,812.35
Probable expenditures before June 30, 1906, construction work .....	<u>101,164.25</u>

Probable balance June 30, 1906 .....	299,648.10
Probable expenditures during year ending June 30, 1907, construction work .....	<u>459,648.10</u>

Amount to be appropriated for year ending June 30, 1907..... 160,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Estimate based on anticipated progress under existing and future contracts.

**IMPROVING OUACHITA AND BLACK RIVERS, ARKANSAS AND LOUISIANA.**

Limit of expenditure authorized by act of March 3, 1905 .....	\$40,312.00
Balance remaining unappropriated .....	40,312.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Balance of contract authorization in act of June 13, 1902, will be sufficient to carry the work on to June 30, 1907.

**IMPROVING PATAPSCO RIVER, MARYLAND.**

Limit of expenditure authorized by act of March 3, 1905 .....	\$1,000,000.00
Balance remaining unappropriated .....	1,000,000.00

Present unexpended balance January 1, 1906 .....	138,969.69
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Probable expenditures before June 30, 1906:

Dredging .....	\$150,000.00
Contingencies .....	15,000.00
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	165,000.00

Probable minus balance June 30, 1906 .....	28,030.31
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Probable expenditures during year ending June 30, 1907:

Dredging .....	\$430,969.69
Contingencies .....	41,000.00
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	471,969.69

Amount to be appropriated for year ending June 30, 1907 .....	500,000.00
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The work to be carried on under the appropriation asked for is a part of the existing approved project.

**HARBOR OF REFUGE AT POINT JUDITH, RHODE ISLAND.**

Limit of expenditure authorized by act of March 3, 1905 .....	\$100,000.00
Balance remaining unappropriated .....	100,000.00

Present unexpended balance January 1, 1906 .....	87,963.91
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Probable expenditures before June 30, 1906:

Breakwater work .....	\$72,963.91
Purchase of land .....	10,000.00
Contingencies .....	5,000.00
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	87,963.91

Probable expenditures during year ending June 30, 1907:

Breakwater work .....	90,000.00
Contingencies .....	10,000.00
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	100,000.00

Amount to be appropriated for year ending June 30, 1907 .....	100,000.00
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The work to be carried on under the appropriation asked for is a part of the existing approved project.

Work is under contract and will probably be completed by June 30, 1907.

**IMPROVING PROVIDENCE RIVER AND HARBOR, RHODE ISLAND.**

Limit of expenditure authorized by act of March 3, 1905 .....	\$407,778.00
Balance remaining unappropriated .....	407,778.00

Present unexpended balance, January 1, 1906 .....	39,712.72
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Probable expenditures before June 30, 1906:

Dredging .....	\$120,712.72
Contingencies .....	4,000.00
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	124,712.72

Probable minus balance June 30, 1906 .....	-85,000.00
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## Probable expenditures during year ending June 30, 1907:

Dredging .....	\$200,000.00	
Contingencies.....	20,000.00	
		<u>\$220,000.00</u>

Amount to be appropriated for year ending June 30, 1907..... 305,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Estimate based on present progress under contract.

**IMPROVING SABINE AND NECHES RIVERS, TEXAS.**

Limit of expenditure authorized by act of March 3, 1905.....	\$411,500.00
Balance remaining unappropriated .....	<u>411,500.00</u>

Present unexpended balance January 1, 1906..... 122,506.65

## Probable expenditures before June 30, 1906:

Dredging .....	\$96,000.00	
Revetment .....	25,000.00	
Contingencies.....	1,506.65	
		<u>122,506.65</u>

## Probable expenditures during year ending June 30, 1907:

Dredging .....	\$277,304.00	
Revetment .....	111,500.00	
Contingencies.....	22,696.00	
		<u>411,500.00</u>

Amount to be appropriated for year ending June 30, 1907..... 411,500.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Under contract to be finished January, 1907.

**IMPROVING ST. JOHNS RIVER, FLORIDA.**

Limit of expenditure authorized by act of March 3, 1905.....	\$309,750.00
Balance remaining unappropriated .....	<u>309,750.00</u>

Present unexpended balance January 1, 1906..... 111,650.82

## Probable expenditures before June 30, 1906:

Outstanding liabilities, including engine for dredge		
<i>Jacksonville</i> .....	\$55,000.00	
Dredging contract .....	44,136.58	
Contingencies.....	12,514.22	
		<u>111,650.82</u>

## Probable expenditures during year ending June 30, 1907:

Dredging by contract and hired labor.....	200,000.00	
Jetty work.....	78,775.00	
Contingencies .....	30,975.00	
		<u>309,750.00</u>

Amount to be appropriated for year ending June 30, 1907..... 309,750.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

The amount asked for is based on the probable rate of expenditure by contract and hire of labor.

**IMPROVING ST. MARYS RIVER, MICHIGAN, AT THE FALLS.**

Limit of expenditure authorized by act of March 3, 1905 .....	\$600,000.00
Balance remaining unappropriated .....	<u>600,000.00</u>

Present unexpended balance January 1, 1906..... 715,500.00

## Probable expenditures before June 30, 1906:

Land purchase (right of way) .....	\$105,000.00	
Contingencies .....	10,000.00	
		<u>115,000.00</u>

Probable balance June 30, 1906..... 600,500.00



## Probable expenditures during year ending June 30, 1907:

Rock and earth excavation.....	\$575,518.79	
Pier work.....	90,000.00	
Contingencies.....	35,000.00	
		<u>\$700,518.79</u>

Amount to be appropriated for year ending June 30, 1907..... 100,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Decrease (\$600,000 in Annual Report for 1905) due to delay in commencing improvements caused by litigation over land required.

**HARBOR OF REFUGE AT SANDY BAY, CAPE ANN, MASS.**

Limit of expenditure authorized by act of March 3, 1905.....	\$100,000.00	
Balance remaining unappropriated .....	100,000.00	
		<u>99,558.47</u>
Present unexpended balance January 1, 1906.....		99,558.47
Probable expenditures before June 30, 1906, for stone .....		24,000.00
		<u>75,558.47</u>
Probable balance June 30, 1906 .....		75,558.47
Probable expenditures during year ending June 30, 1907, breakwater construction .....		175,558.47

Amount to be appropriated for year ending June 30, 1907..... 100,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Under contract to the amount of authorization. Estimate based on probable progress.

**IMPROVING HARBOR AT SANDUSKY, OHIO.**

Limit of expenditure authorized by act of March 3, 1905.....	\$480,000.00	
Balance remaining unappropriated .....	480,000.00	
		<u>54,509.13</u>
Present unexpended balance January 1, 1906.....		54,509.13
Probable expenditures before June 30, 1906:		
To complete dredging contract of September 27, 1902.....	\$12,000.00	
For dredging contract of June 14, 1905.....	30,000.00	
Dredging outer bar, U. S. dredge <i>Burton</i> .....	5,000.00	
Contingencies.....	6,700.00	
		<u>53,700.00</u>
Probable balance June 30, 1906.....		809.13
Probable expenditures during year ending June 30, 1907:		
For dredging contract of 1905.....	\$132,000.00	
Dredging outer bar, U. S. dredge <i>Burton</i> .....	7,500.00	
Repair and extension Cedar Point jetty .....	20,000.00	
About 10 per cent for contingencies .....	16,309.13	
		<u>175,809.13</u>

Amount to be appropriated for year ending June 30, 1907..... 175,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Estimate based on probable expenditure under existing contract.

**IMPROVING HARBOR AT SAVANNAH, GA.**

Limit of expenditure authorized by act of March 3, 1905.....	\$210,000.00	
Balance remaining unappropriated .....	210,000.00	
		<u>72,494.15</u>
Present unexpended balance January 1, 1906.....		72,494.15
Probable expenditures before June 30, 1906:		
Dredging .....	\$60,000.00	
Contingencies.....	12,494.15	
		<u>72,494.15</u>

Probable expenditures during year ending June 30, 1907:

Dredging .....	\$125,000.00
Contingencies.....	25,000.00

\$150,000.00

Amount to be appropriated for year ending June 30, 1907..... 150,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

All dredging is being carried on by hired labor with use of Government ~~seagoing~~ dredges. The approximate date of completion of this dredging is December 31, 1907.

#### MAINTENANCE OF SOUTH PASS CHANNEL, MISSISSIPPI RIVER.

Limit of expenditure authorized by act of March 3, 1905 .....	\$50,000.00
Balance remaining unappropriated .....	50,000.00
Amount to be appropriated for year ending June 30, 1907.....	50,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

This amount was authorized to supplement the annual appropriation of \$100,000 provided by the act of June 6, 1900, to be used in case of emergency. It is hoped that its expenditure may extend over several years, but in case of necessity the whole amount might be needed in a single year; and for that reason the appropriation of the entire sum at this time is recommended.

#### IMPROVING HARBOR AT TACOMA, WASH. (PUYALLUP WATERWAY.)

Limit of expenditure authorized by act of March 3, 1905.....	\$200,000.00
Balance remaining unappropriated .....	200,000.00
Present unexpended balance January 1, 1906.....	40,000.00

Probable balance June 30, 1906 .....

40,000.00

Probable expenditure during year ending June 30, 1907, dredging ... 200,000.00

Amount to be appropriated for year ending June 30, 1907..... 160,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

No contracts yet made.

#### IMPROVING TENNESSEE RIVER BELOW CHATTANOOGA, TENN., ALABAMA, AND KENTUCKY. (COLBERT AND BEE TREE SHOALS.)

Limit of expenditure authorized by act of March 3, 1905 .....	\$200,000.00
Balance remaining unappropriated .....	200,000.00

Present unexpended balance January 1, 1906..... 516,502.88

Probable expenditures before June 30, 1906:

3,000 cubic yards concrete, at \$8.28.....	\$24,840.00
16,000 cubic yards rock excavation, at \$2.33.....	37,280.00
300,000 cubic yards earth excavation, at 17.49 cents.....	52,470.00
Engineering and contingencies .....	4,000.00

118,590.00

Probable balance June 30, 1906.....

397,912.88

Probable expenditures during year ending June 30, 1907:

17,500 cubic yards concrete, at \$8.28.....	144,900.00
8,000 cubic yards concrete, at \$8.....	64,000.00
35,000 cubic yards rock excavation, at \$2.33.....	81,550.00
1,000,000 cubic yards earth excavation, at 17.49 cents.....	174,900.00
Retained percentage.....	26,859.59
Engineering and contingencies .....	5,703.29

497,912.88

Amount to be appropriated for year ending June 30, 1907..... 100,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Work to be done under contracts now in force.

**IMPROVING TENNESSEE RIVER BELOW CHATTANOOGA, TENNESSEE, ALABAMA, AND KENTUCKY—HALES BAR LOCK.**

Limit of expenditure authorized by act of March 3, 1905.....	\$40,000.00
Balance remaining unappropriated .....	40,000.00
Present unexpended balance January 1, 1906.....	8,842.32
Probable expenditures before June 30, 1906: Preparation of plans and inspection .....	3,000.00
Probable balance June 30, 1906.....	5,842.32
Probable expenditures during year ending June 30, 1907:	
Such part of steel lock gates, valves, and other iron work as can be supplied for .....	\$40,000.00
Inspection and contingencies.....	5,842.32
	45,842.32
Amount to be appropriated for year ending June 30, 1907 .....	40,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

The work indicated is to be done under contract.

**IMPROVING TRINITY RIVER, TEXAS.**

Limit of expenditure authorized by act of March 3, 1905.....	\$161,287.00
Balance remaining unappropriated .....	161,287.00
Present unexpended balance January 1, 1906.....	245,919.14
Probable expenditures before June 30, 1906:	
Construction of Lock and Dam No. 1 .....	\$20,000.00
Surveys and plans Locks and Dams Nos. 4 and 6 ...	1,500.00
	21,500.00
Probable balance June 30, 1906.....	224,419.14
Probable expenditures during year ending June 30, 1907:	
Completion of Lock and Dam No. 1 .....	\$115,419.14
Construction of Lock and Dam No. 6 .....	120,000.00
Construction of Lock and Dam No. 4 .....	75,000.00
	310,419.14
Amount to be appropriated for year ending June 30, 1907 .....	86,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Work to be under contract.

**IMPROVING HARBOR AT WILMINGTON, CAL.**

Limit of expenditure authorized by act of March 3, 1905.....	\$150,000.00
Balance remaining unappropriated .....	150,000.00
Present unexpended balance January 1, 1906.....	119,355.61
Probable expenditures before June 30, 1906:	
Dredging .....	\$100,000.00
Engineering, office expenses, etc .....	5,000.00
	105,000.00
Probable balance June 30, 1906.....	14,355.61
Probable expenditures during year ending June 30, 1907:	
Dredging .....	\$104,000.00
Engineering, office expenses, etc .....	10,355.61
	114,355.61

Amount to be appropriated for year ending June 30, 1907..... 100,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

Dredging is under contract and by hired labor. Estimate based on probable progress.

**IMPROVING WOODS HOLE CHANNEL, MASSACHUSETTS.**

Limit of expenditure authorized by act of March 3, 1905 .....	\$100,000.00	
Balance remaining unappropriated .....	100,000.00	
		<hr/>
Present unexpended balance January 1, 1906 .....	69,954.36	
Probable expenditures before June 30, 1906:		
Dredging .....	\$50,000.00	
Contingencies .....	2,500.00	
		<hr/>
	52,500.00	
Probable balance June 30, 1906 .....	17,454.36	
Probable expenditures during year ending June 30, 1907:		
Dredging .....	\$107,454.36	
Contingencies .....	10,000.00	
		<hr/>
	117,454.36	
Amount to be appropriated for year ending June 30, 1907 .....	100,000.00	

The work to be carried on under the appropriation asked for is a part of the existing approved project.

The work is under contract and will be completed before June 30, 1907.

**IMPROVING MISSISSIPPI RIVER (MISSISSIPPI RIVER COMMISSION).**

Limit of expenditure authorized by act of March 3, 1905 .....	\$2,000,000.00	
Balance remaining unappropriated .....	2,000,000.00	
Annual allotment authorized .....	2,000,000.00	
		<hr/>
Present unexpended balance January 1, 1906 .....	2,089,884.30	
Probable expenditures before June 30, 1906:		
Secretary's office .....	\$16,424.90	
Surveys, gauges, and observations .....	44,173.40	
Levees .....	661,569.63	
Revetment and contraction works, permanent channel improvement and protection .....	212,859.49	
Dredges and dredging .....	301,462.31	
Plant and miscellaneous .....	44,331.34	
Improving harbors and tributaries .....	56,932.58	
		<hr/>
	1,337,753.65	
Probable balance June 30, 1906 .....	752,130.65	
Probable expenditures during year ending June 30, 1907:		
Secretary's office .....	\$21,500.00	
Surveys, gauges, and observations .....	57,500.00	
Levees .....	1,352,291.95	
Revetment and contraction works, permanent channel improvement and protection .....	500,419.51	
Dredges and dredging .....	208,000.00	
Plant and miscellaneous .....	131,387.15	
Improving harbors and tributaries .....	480,095.66	
		<hr/>
	2,751,194.27	

Amount to be appropriated for year ending June 30, 1907 .....

2,000,000.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

The CHAIRMAN. I notice these statements are made as of January 1.

Major HODGES. Yes; January 1.

The CHAIRMAN. Have there been any changes since that time in any of these projects that would either reduce or increase the amount which you estimate would be necessary for the next fiscal year?

Major HODGES. No, sir. We have taken that up from time to time and altered them in respect to the amounts to be expended from January 1 to the 1st of July, so that those projects are up to date now.

The CHAIRMAN. Up to date?

Major HODGES. Yes, sir.

The CHAIRMAN. There is no change that has taken place since this statement was made that would necessitate any change in the estimates?

Major HODGES. No, sir. They are correct as they are now.

#### REDUCTION OF ESTIMATES BY SECRETARY OF WAR.

The CHAIRMAN. I observe that your original estimate was \$19,456,-801.63, and your reduced estimate is \$17,181,550.04.

Major HODGES. Yes, sir. The first estimate was submitted at the time of submitting the annual report, last September. Then we got the statements from our officers at the time of your call in January, and revised the estimates.

The CHAIRMAN. The estimate of the Secretary of War was \$14,000,000. Do you know how he arrived at that estimate?

Major HODGES. I could not say without seeing it, sir.

The CHAIRMAN. It is recommended by the Secretary of War that the aggregate estimate be reduced to \$14,000,000. Do you know whether the Secretary went through these various items in detail for the purpose of determining accurately the amount that would be necessary?

Major HODGES. I do not, sir.

The CHAIRMAN. The amount you have now submitted in your revised estimate here is the amount authorized by law on each project, less the amount that has already been appropriated and expended, and less the amount also that would be required in the fiscal year 1908?

Major HODGES. Yes; it is within the balance that is now to the credit of the work in each case.

The CHAIRMAN. The work is now in progress?

Major HODGES. Yes.

The CHAIRMAN. In each case?

Major HODGES. Yes; in each case, generally speaking. There may be one or two in which the work has not started, but I think not.

The CHAIRMAN. Is it all contracted for?

Major HODGES. It is all contracted for or being done by hired labor. Some of the works are being done by hired labor.

The CHAIRMAN. Are the terms stated in the estimate within the requirements of the law authorizing these various projects or do they deviate in any respect?

Major HODGES. There is no deviation in any respect, sir.

The CHAIRMAN. You are not able to state whether the Secretary's estimate is a mere arbitrary one or whether it was submitted after a careful investigation of the details and with the aid of such information as was furnished by your Bureau?

Major HODGES. I am not able to state on that point.

The CHAIRMAN. How much of this work, Major, is not under contract?

Major HODGES. You will find in this statement, as to each one, whether it is done under contract or by hired labor. Only a small percentage of it is being done by hired labor. The work in such cases is all going on. The plant is all there, and the men are hired and at work.

Mr. SMITH. Is it a specific contract in each case as to how rapidly the work is to progress?

Major HODGES. Usually in each case the contract for the work under a continuing-contract appropriation contains a clause authorizing the contractor, in case the money fails, either to proceed with the work, depending for his payment upon appropriations to be made later, or to suspend the work until the appropriations are made.

Mr. SMITH. In no case would a contractor be liable for damages if he did not complete as much as he expected?

Major HODGES. No. The contracts in nine cases out of ten have been made with the understanding that the money would be forthcoming as needed.

Mr. SMITH. It seems to me we ought to have, when we come to pass upon that in executive session, the necessary data upon which to pass upon it.

The CHAIRMAN. We ought to have the evidence upon which the Secretary of War based his estimate. There may be some of these projects in which the work could be deferred for another year, and if that is the case we ought to know. On the contrary, if the work is all contracted for and in progress, it would seem to me we ought to appropriate the amount sufficient to continue the work. There is more economy in the end, I understand, to continue it to the end after it once begins than to allow the work to be suspended.

Mr. SMITH. That is true of some of them. It is also true, is it not, that these original estimates of yours contemplated the making of additional contracts for some of the work? That is to say, the authorization of the contracts was broader than the contracts that were made?

Major HODGES. The money is appropriated in a certain sum first, and under an authorization for a contract up to a certain further amount to be supplied by later appropriations.

Mr. SMITH. If you were going to improve a river like the Ohio River a long distance, it is not all done under one contract?

Major HODGES. In the general case, no.

Mr. SMITH. So that you make from time to time contracts under this general authority?

Major HODGES. Yes.

Mr. SMITH. Is it not contemplated in these estimates to make some additional contracts which have not as yet all been made?

Major HODGES. Some of them contemplate new contracts. The others are to carry out contracts already made.

Mr. SMITH. Is the work all let in one contract?

Major HODGES. In some cases, like a large breakwater, it is; but in other cases, not.

Mr. SMITH. You would let out the different locks and dams in different contracts, would you?

Major HODGES. Ordinarily, yes.

Mr. SMITH. It is apparent to me, Mr. Chairman, that inasmuch as some of these estimates are made to cover contracts hereafter to be let and some of them cover work without contract, whatever we decide to do ultimately we ought to ask the Secretary of War to segregate his estimate of \$14,000,000. They know which ones they could let go. If they have not made the contracts, they know which ones they could let go, because they are doing this work themselves. They know when the contractor himself is not up to the terms of the contract, and probably will not catch up, and I can not see how having that information would be any way but beneficial to us when we come to pass upon it.

Mr. TAYLOR. Mr. Chairman, I suggest and make it as a motion, that we ask the Secretary of War to send us the estimates upon which he made the aggregate of \$14,000,000, and what estimates should be cut off over the \$14,000,000—

Mr. BROWNLOW. And the reasons why.

Mr. TAYLOR. Yes.

The CHAIRMAN. I will notify the Secretary.

Major, do you know of any of these projects included in the detailed statement that you have submitted that can be omitted from the estimate for the next fiscal year without detriment to the public service or without detriment or injury to commerce?

Major HODGES. I could not say that without very careful study. They have all been authorized by Congress, and to say at a jump that any of them were not needed for the purpose of commerce would hardly be practicable. I could not say that without going over the list very carefully. There may possibly be some reductions made in work that we have left out. There might be a little here and there without leaving out all of any single project.

Mr. SMITH. Has any definite and final project been settled upon for the improvement of the Ohio River? Has the project for the improvement of the Ohio River been regarded as definite and final?

Major HODGES. No, sir. It is made up of recommendations for building locks and dams at different places.

Mr. SMITH. And the entire change of the navigable channel?

Major HODGES. Yes; and work on some of the locks and dams, to increase the depth from 6 feet to 9 feet, is now in progress.

Mr. SMITH. That is clear from Pittsburg down?

Major HODGES. Yes; possibly to Cincinnati, and possibly lower than that. The lowest lock and dam authorized yet is that at Cincinnati. That indicates a purpose to authorize work all the way from Pittsburg to Cincinnati.

Mr. SMITH. Everybody on the Ohio River is opposed to the improvement on the existing basis of a 6-foot channel.

Major HODGES. I think they all want a 9-foot channel.

Mr. SMITH. Rush it on and build a 6-foot channel, and then build a 9-foot channel next year.

#### MANNER OF MAKING CONTRACTS.

Mr. SMITH. Are these contracts that are made for these improvements made by the Chief of Engineers and approved by the Secretary of War?

Major HODGES. Captain Kutz is the contract expert of our office.

Captain KUTZ. No.

Mr. SMITH. I will ask you if, under the administration of the river and harbor law, these contracts are signed by the Chief of Engineers and approved by the Secretary of War?

Captain KUTZ. They are not approved by the Secretary of War. He approves the general projects for the works, but the actual contracts are approved by the Chief of Engineers.

Mr. SMITH. Are they reported in any way?

Captain KUTZ. Not except as they appear in the annual report each year.

Mr. SMITH. Any knowledge that the Secretary of War has about these contracts and the stage to which the work has progressed is derived from whom?

Mr. KUTZ. From the Chief of Engineers.

The CHAIRMAN. I will send this telegram to the Secretary of War:

[Government telegram.]

COMMITTEE ON APPROPRIATIONS, HOUSE OF REPRESENTATIVES,

Washington, D. C.

Please advise me at your earliest possible convenience, for the information of the Committee on Appropriations, whether your recommendation in the Book of Estimates for 1907 reducing the estimates of the Chief of Engineers for river and harbor works under contract from \$17,456,801.63 to \$12,000,000 is based upon consideration of each of the items involved in the former sum; and if so, will you indicate to the committee the amount that should be appropriated for each particular work embraced in the estimates of the Chief of Engineers, and give your reasons for the reduction indicated in each case.

JAMES A. TAWNEY, *Chairman.*

Hon. W. H. TAFT, *Secretary of War.*

[Second indorsement.]

WAR DEPARTMENT,

OFFICE OF THE CHIEF OF ENGINEERS.

Washington, May 7, 1907.

1. Respectfully returned to the Secretary of War.
2. It is my understanding that the reduction mentioned within was ordered as a total without giving consideration to the special items of the estimate, which should be lessened in order to bring it about.
3. In the revised estimates presented by the Chief of Engineers directly to the Committee on Appropriations upon call by the chairman, which are some months later than the Department's estimate, and have therefore more certain information as to the expenses, actual and future, of the different works, an earnest effort was made to reduce the amounts asked for the next fiscal year to the lowest point consistent with energetic prosecution of the improvements. A net reduction of \$2,275,251.59 was made in the total estimate, and the works on which the reduction was made and the reasons for the estimates are given in each case in the papers presented to the committee. In making the estimates the fact was taken into consideration that the sundry civil bill, which will provide for the fiscal year 1908, must receive final consideration before March 3, 1907, and that, in consequence, the time from March 3 to June 30, 1907, need not be considered in the sundry civil bill now pending, since there will be opportunity to do so in the next if funds run short.
4. With the best wish to do so, I have not found it practicable to make, by reducing the different items, so great a total reduction as that ordered in the original estimate, without risk of running short of money, even before March 3, 1907.
5. The works are in progress, most of them under contract, and others with plans and force, and under estimates, all predicated upon a pledge by Congress of continued prosecution, and while a further reduction in any individual estimate might by chance not result in embarrassment, it is my best judgment that there is grave risk that it would, and that since the money for finishing the works must in the end be appropriated the apparent saving effected by keeping it another year in the Treasury is not a sufficient warrant for running that risk.
6. It may be noted that the amount asked for is only about two-thirds of the total remaining to the credit of the authorizations for the different works.
7. Were the appropriations to be made in such form that a balance not needed for one work could be applied to others, within the limits of the sums specifically named for each, it would undoubtedly be possible and wise to make a further horizontal reduction in the total, but it is impossible to predict upon which particular works unforeseen delays will occur, and without a provision authorizing such application of unexpended balances the amount appropriated for each work must be kept available solely for that work, and the estimate for each must, therefore, be based on the anticipated progress, and can not take unexpected delay into consideration. In the total number of the works, however, the probability of such unexpected delay occurring somewhere amounts to a practical certainty, and its occurrence will leave a balance on hand at the end of the fiscal year 1907.

A. MACKENZIE,

Brig. Gen., Chief of Engineers, U. S. Army.



[Third indorsement.]

WAR DEPARTMENT,  
May 8, 1906.

Respectfully returned to Hon. James A. Tawney, chairman Committee on Appropriations, House of Representatives, inviting attention to the preceding indorsement.

WM. H. TAFT, *Secretary of War.*

SATURDAY, May 5, 1906.

## IMPROVEMENT OF THE YELLOWSTONE NATIONAL PARK.

STATEMENT OF CAPT. CHARLES W. KUTZ, ASSISTANT TO CHIEF  
OF ENGINEERS, U. S. ARMY.

The CHAIRMAN. Captain, do you have charge of the improvement of the Yellowstone National Park?

Captain KUTZ. Yes, sir.

The CHAIRMAN. Your estimate for the next fiscal year is \$75,000, and the current appropriation is \$133,000?

Captain KUTZ. Yes, sir.

The CHAIRMAN. What work do you contemplate doing in the next fiscal year out of this appropriation?

Captain KUTZ. Merely to maintain the existing improvements, which have been effected at a cost of \$1,700,000.

The CHAIRMAN. This is merely for maintenance, and no new construction?

Captain KUTZ. No new construction.

The CHAIRMAN. How much will be expended during the current fiscal year for maintenance out of the \$133,000, the amount of your current appropriation?

Captain KUTZ. \$50,000 of that was for maintenance.

The CHAIRMAN. So that in reality it is an increase of \$25,000 for maintenance during the next fiscal year?

Captain KUTZ. Yes, sir. Of course, as the work is entirely finished, the part that was done last year has to be maintained, and the longer the work continues—that is, the older the work is—the more maintenance will be required. As the new work is entirely finished our maintenance fund has got to be distributed over 350 miles of road.

Mr. SMITH. How much of this \$30,000 that you are allowed to spend in the forest reserve was actually expended there?

Captain KUTZ. Only about \$6,000.

Mr. SMITH. So that this is an increase of \$31,000, is it not?

Captain KUTZ. No, sir. All of that \$33,000 was spent in the park.

The CHAIRMAN. For construction of roads?

Captain KUTZ. It was left discretionary as to how much should be expended in the Forest Reserve.

Mr. SMITH. Yes; you spent \$6,000 in the Forest Reserve, making \$89,000, so that out of the whole appropriation of \$133,000—

Captain KUTZ. No; of the \$83,000. That \$30,000 was to come out of the \$83,000.

Mr. SMITH. It does not so state. The language is that that shall come out of the maintenance and repairs. Look at the language at the top of page 244 and see if I am not right about that?

Captain KUTZ. It says, "*Provided*, That of this amount \$30,000, or so much thereof as may be necessary, may, in the discretion of the Secretary of War, be expended in the Yellowstone Forest Reserve east and south of the park."

Mr. SMITH. \$30,000 of what amount? That is, of the aggregate for maintenance and improvements.

Captain KUTZ. That was new work. There was no old work in that portion. That was the entrance road from the east.

Mr. SMITH. I think you do not construe the language rightly when you say that. The language of this bill is that \$83,000 is appropriated for the completion of the improvements and \$50,000 for maintenance and repairs; in all, \$133,000. Of this amount—that is, not of the \$83,000, but of the aggregate amount of \$133,000—\$30,000 shall be available for work in the forest reserve. Now, if you say, however, that the \$6,000 was in fact spent out of the \$83,000 and not out of the \$50,000, then your increase was only \$25,000. But if it was taken out of the \$50,000, then your increase would be \$31,000.

Captain KUTZ. You will notice, sir, that the \$30,000 is in the discretion of the Secretary of War.

Mr. SMITH. You spent \$6,000 of it?

Captain KUTZ. We spent \$6,000 of it for new work in the forest reserve.

Mr. SMITH. That was out of the \$83,000; but this law did not require it to be spent from that, but authorized it to be spent from the \$133,000, if you will notice this language.

Captain KUTZ. We did not feel under this law that we could expend more than \$50,000 altogether for maintenance.

Mr. SMITH. That makes it entirely clear to me. It is increased \$25,000.

#### MAINTENANCE AND CONSTRUCTION OF ROADS.

The CHAIRMAN. The necessity for this increase is due to the fact that you are obliged to maintain more roads than you heretofore maintained?

Captain KUTZ. Yes, sir.

Mr. SMITH. And older ones, I take it?

Captain KUTZ. Yes; projects when the work was started first were put in. Some of those are 15 or 20 years old, and we have to repair them, and wherever we can we are substituting light steel bridges. Lots of wooden culverts were put in when the appropriations were on a small scale, and they are being replaced by tile culverts.

Mr. TAYLOR. What did you say was the cost, exclusive of maintenance?

Captain KUTZ. \$1,300,000 has been expended on new work.

Mr. TAYLOR. What is the percentage you ask now for keeping and maintaining it in repair? \$75,000 is a large percentage.

Captain KUTZ. It is a little more than 5 per cent.

Mr. TAYLOR. Seventy-five thousand dollars is 5 per cent on \$1,500,000.

Captain KUTZ. Yes. It would be a little more than 5 per cent.

Mr. TAYLOR. It would be nearer 6 per cent than 5. Do you know whether that is in keeping with the ordinary practice of the Government—that percentage, whether it is greater or less?

Captain KUTZ. I think that is very moderate for the maintenance of roads.

Mr. TAYLOR. This is principally roads?

Captain KUTZ. Yes, sir; roads and bridges.

Mr. TAYLOR. Do you expend money from this maintenance fund for such improvements as substituting steel bridges wherever you can for wooden bridges?

Captain KUTZ. If a bridge required renewal, and we had the funds available, we would feel justified in putting in a better quality of bridge.

Mr. TAYLOR. By using a portion of this maintenance fund?

Captain KUTZ. Yes, sir; it is ultimate economy in the end to do it.

Mr. TAYLOR. That would be the policy of the Government, to use that fund that way?

Captain KUTZ. Yes.

Mr. TAYLOR. Will that result, in any time, in a decrease of the maintenance fund?

Captain KUTZ. It should; yes, sir; except that the older a road is the general cost of maintenance will increase, so that they balance any saving that we may make on the bridges.

Mr. SMITH. I notice that your appropriations under this head have been very much greater for the last few years, say four or five years, than formerly. Do I infer from that that most of these roads are practically new?

Captain KUTZ. \$750,000 was appropriated and authorized by the act, I think, of 1902, so that more than half the money that has been expended in the Yellowstone Park has been expended since that time, and of course the greater percentage of the improvements are new.

Mr. SMITH. How much of these roads in miles would you roughly estimate are more than five years old?

Captain KUTZ. Well, it is difficult to answer that question, because lots of this \$750,000 was spent on roads which had been formerly opened and had not been properly graded, or had not had macadam material put upon them.

Mr. SMITH. How many miles of road have you?

Captain KUTZ. 350 miles.

Mr. SMITH. How many of them have been renewed with macadam in the last five years—new roads or old roads?

Captain KUTZ. They have all had work done upon them every year. It is not a continuous macadam road. The amount we have spent on roads in the park averages about \$3,000 a mile. The amount required, so far as eastern practice goes, to make a good macadam park road, is between \$7,000 and \$8,000 per mile. These roads are not good finished macadam park roads, such as you will find in Rock Creek Park.

Mr. TAYLOR. Where is Rock Creek Park?

Captain KUTZ. It is the large park in the northern part of the city of Washington.

The CHAIRMAN. They are good serviceable roads, are they not?

Captain KUTZ. Yes, sir; they are in very good condition now. They simply will not wear there in the way a good macadam road will, and will have to have work done on them pretty nearly all the time. Of this amount of \$75,000, it is proposed to spend \$30,000 for sprinkling. That will sprinkle 150 miles of road.

Mr. TAYLOR. What is the life of a road of that kind before it would have to be renewed entirely, or do you practically propose to renew it entirely through maintenance?

Captain KUTZ. The idea is, wherever it wears out in a spot, to keep it in repair.

Mr. TAYLOR. There will never be a necessity for complete renewal?

Captain KUTZ. No. Of course if the Government says it wants to put those roads in the best form of park roads, it will have to double the expenditure, because we have spent less than half of what good macadam roads will cost in the East. We go to the nearest gravel bank and get a little road material, and we do not always get what we would like to have, but we have to take what we can get. The transportation is very expensive out there.

### CALIFORNIA DÉBRIS COMMISSION.

The CHAIRMAN. The next item is on page 251, California Débris Commission. For defraying the expenses of the Commission in carrying on the work authorized by the act of Congress of March 1, 1893, \$15,000. That comes under your jurisdiction, does it?

Major HODGES. Yes, sir.

The CHAIRMAN. Has that amount, which is the same as heretofore appropriated, been expended annually?

Major HODGES. Annually, yes, sir; for the work.

The CHAIRMAN. Is all of it required?

Major HODGES. Yes, sir.

The CHAIRMAN. Will you explain, Major, briefly what the work of that Commission is?

Major HODGES. It is the regulation of the hydraulic mining in the State of California in such a way as to keep the débris formed by the hydraulic mining out of the navigable rivers, particularly the Sacramento and Feather rivers, which are the ones most interested.

In the work of hydraulic mining at the headwaters of those rivers, while the little tributaries on which the mining work is going on may not in themselves be navigable, yet in long years, because of that work, the débris is washed down, a great amount of detritus, to the lower rivers, occasioning a great deal of trouble. Accordingly, in order to regulate this this Commission was authorized by act of Congress, and all persons who desire to perform hydraulic mining on those rivers have to obtain authorization from this Commission, have to have their plans approved by them showing that they have proper impounding work to prevent this detritus from reaching the navigable rivers.

The CHAIRMAN. So that the work of the Commission is to prevent the hydraulic being carried in such a way as to destroy or seriously interfere with the navigation of the work?

Major HODGES. Of the lower rivers; yes, sir.

### PREVENTION OF OBSTRUCTIVE DEPOSITS IN NEW YORK HARBOR.

The CHAIRMAN. The next item on page 251 is for the prevention of obstructive and injurious deposits within the harbor and adjacent waters at New York City, \$10,260. Has your estimate for 1907, which

is the same as the appropriation for a series of years, been extended annually?

Major HODGES. That is simply the pay roll and office expenditure, that part of it.

The CHAIRMAN. When was this work authorized?

Major HODGES. I think the act was passed in 1888, about twenty years ago, for the prevention of injurious deposits in waters that extend through Long Island Sound and New York Harbor and part way up the Hudson River.

The CHAIRMAN. Will you please explain the work that is done under this item?

Major HODGES. It was placed in charge of a naval officer, and he maintains a force of inspectors, a number of patrol boats, which go about the harbor of New York, preventing the injurious depositing and creation of obstructions in the harbor. The real and the principal work is to prevent the dumping of garbage and street sweepings into the waters of the harbor, making them go out and deposit it in such a way as not to interfere with the navigation. Ordinarily, in order to prevent obstructions to navigation from this cause, the approval of the Secretary of War is required, who acts under the various laws governing protection to navigable waters, but in New York a permit is required from the supervisor of the harbor of New York. His permission has to be obtained for dumping or any such work, even as far east as New Haven, and he maintains this force with a view of seeing that the laws are not violated.

The CHAIRMAN. The next item is for pay of crews and maintenance of patrol fleet. Does that item come under you?

Major HODGES. That is a part of the work of the supervisor. He has increased his estimate \$10,000, from \$65,000 to \$75,000. The letter of Supervisor Hosley is on page 253. He says that he is apt to run short at the close of the fiscal year just at the time, by his statement, when he needs his patrol fleet the most, because that is the time when the contractors become active in their spring dumping in the harbor. For that reason he asks this additional amount.

Mr. SMITH. Would that be an increase? I see that they drop out this estimate for general repairs and overhauling steam tugs, of \$10,000, for last year.

Major HODGES. Of course this is in addition to his estimate for the pay of crews and maintenance of last year.

## SURVEY OF NORTHERN AND NORTHWESTERN LAKES.

The CHAIRMAN. The next item is on page 247, for the survey of northern and northwestern lakes. Your estimate for 1907 is the same as the current appropriation, \$100,000. Does the Coast and Geodetic Survey do any surveying of the Great Lakes?

Captain KUTZ. No, sir.

The CHAIRMAN. Why is that?

Captain KUTZ. I don't think that their appropriations cover the lake work.

Mr. SMITH. Is that from the fact that it has always been considered that it was a separate service, the Coast and Geodetic Survey and the survey of the Great Lakes?

Captain KUTZ. There is not a great amount of reason for it, except that we have our officers at different points of the Great Lakes who

are in charge of the local improvements, and it is felt that as long as the work was in progress there, especially the shipping channel leading through from Buffalo, that the survey could be more economically prosecuted under the Engineer Department than by having a separate organization go in there that would not have the benefit of the local officers.

Mr. SMITH. Wouldn't that very largely be a reason why you should have it all? You have also your officers on the harbors and rivers of the United States.

Captain KUTZ. There is a more intimate connection between the lake survey work and the work of improvements up there.

Mr. SMITH. The Coast and Geodetic Survey has the rivers, has it not?

Captain KUTZ. No, sir.

Mr. SMITH. A large number of rivers.

Captain KUTZ. Just near the coast.

Mr. SMITH. How far up the coast, as far as the tide goes?

Captain KUTZ. It varies in different places. They run up the Delaware River to Philadelphia, and I forget just how far they run up the Hudson River. But as to the interior rivers, those emptying in the Lakes, they have nothing to do with them. They have no maps of the Mississippi River or the Ohio River.

Mr. SMITH. Is that simply due to the fact that they have not completed their survey, or due to the fact that they have nothing to do with it?

Captain KUTZ. They have nothing to do with it. Their coast surveys are limited to service along the coast.

Mr. SMITH. The appropriations cover, as I remember, a large number of rivers. Is it at the head of tide water?

Captain KUTZ. Yes, sir.

Mr. TAYLOR. But we make a limitation or a qualification there. There is a lot of tide water away above ship navigation.

Captain KUTZ. We don't duplicate their work, and they do not duplicate ours. So far as harbor improvement is concerned they take the result of our soundings, and we benefit also by their work.

Mr. SMITH. As to the special examinations that may be required by the Light-House Board, they have jurisdiction of that, including the Great Lakes, do they not?

Captain KUTZ. I never heard of their doing any work on the Great Lakes.

The CHAIRMAN. The area of these lakes is limited, is it not; and there is not a great deal of variation in the channel from year to year?

Captain KUTZ. No, sir; but there was a very extensive survey of the lakes made a number of years ago when the draft of the vessels was about 12 feet. A number of years back when the draft began to increase by leaps and bounds, it became desirable to explore the bed of the lakes a great deal more minutely than it was ever explored before. When the ruling was 12 feet they did not care anything about obstructions below 15 or 18 feet. Now they have got to sweep large areas to avoid such obstructions.

Mr. TAYLOR. What is the draft now?

Captain KUTZ. Twenty to 21 feet. This work with a sufficient organization could be done in a course of a couple of years, but not economically. We started an organization there several years ago.

consisting of three survey boats, with survey parties and a number of auxiliary parties, and we have prosecuted that at the rate of about \$125,000 worth of work a year, sometimes more and sometimes less. At one time we had an appropriation of \$175,000, then \$150,000, and now \$100,000. This last year we have spent \$125,000, and we ask this year for but \$100,000 because of the balance that we will have of that \$125,000.

The CHAIRMAN. Where did you get the other \$25,000?

Captain KUTZ. It was left over.

The CHAIRMAN. You spent \$125,000 during the fiscal year 1905 and you had \$150,000. Is that the fact?

Captain KUTZ. Yes, sir; and then we spent \$125,000—that is, we will spend it—in this fiscal year.

The CHAIRMAN. How many people have you employed in this work?

Captain KUTZ. Well, sir, I could not tell you just what the number is. Of course it is very much larger in summer than in winter.

The CHAIRMAN. How many vessels have you in this work?

Captain KUTZ. Three vessels.

The CHAIRMAN. No work is done in the winter time, is it—that is, no survey work?

Captain KUTZ. No, sir.

The CHAIRMAN. For how many months in the year is the survey work going on?

Captain KUTZ. About eight months in the year?

The CHAIRMAN. When do you contemplate it will be completed?

Captain KUTZ. In about three years, possibly four, at the present rate.

The CHAIRMAN. That is, provided they do not build vessels of greater draft than 21 to 23 feet. If they should do that it would necessitate another survey, would it not?

Captain KUTZ. Not over the part of the work covered now. Those parts we are surveying now we are going right down to the depth that will allow for considerable increase in draft.

The CHAIRMAN. What particular lakes are you surveying?

Captain KUTZ. We are doing the work in the northern part of Lake Michigan, the western part of Lake Superior, the western part of Lake Erie principally, and in Green Bay.

The CHAIRMAN. The western part of Lake Superior—is there any necessity for a survey there any more than you would survey the ocean?

Captain KUTZ. Well, along the shore—well, I am mistaken in saying the western part. The idea is the continuing of surveys of the more important localities of Lake Superior, to include triangulation wherever necessary, topography to the extent of getting all artificial features not shown on present charts, and detailed hydrography of questionable areas. That is the proposed work for Lake Superior next year.

The CHAIRMAN. There is only one class of vessels that have 21 to 23 feet draft, and those are the iron-ore vessels.

Captain KUTZ. Yes, sir.

The CHAIRMAN. So far as the southern coast of Lake Superior is concerned, those vessels don't touch there at all, excepting as they go in at some of the points along the southern coast for ore; and those channels are all surveyed, are they not?

Captain KUTZ. Well, we have constantly reported to us a shoal here and a shoal there that apparently is not charted. Some new development is coming up all the time.

The CHAIRMAN. Is that due to the defectiveness in your survey, or is it due to the action of the water in producing the shoals?

Captain KUTZ. I think it is incompleteness of the original survey. I would not say defectiveness, because it didn't develop to the depth that is now required. Then general navigation draft has increased, not necessarily to 21 feet, but considerably over 12 feet. They have gone down to 15 or 16 feet. When you consider the enormous commerce of the Lakes any work that will help to make the navigation safe would seem like a very worthy work.

The CHAIRMAN. I appreciate that fully; at the same time this commerce in the last ten years has been going on there and is increasing all the time, and it rarely happens that there is an accident to a boat leaving a harbor like Duluth, Minn., and going clear through to Buffalo, on account of shoals or anything of that kind. The only accidents that you have on the Lakes are those that occur by reason of collisions between boats. The question in my mind was whether the continuation of the work was absolutely necessary to commerce at the present time.

Captain KUTZ. At the present time we have gone over and revised about three-quarters of the original lake survey charts.

The CHAIRMAN. How many boats have you?

Captain KUTZ. Three boats. They are small boats, survey tugs, really.

The CHAIRMAN. Where else do you contemplate doing work in the next fiscal year on the lakes?

Captain KUTZ. Lake Michigan, including Green Bay; making a new triangulation connection across the north end of Lake Michigan and extending the Mackinac system down the east shore of the lake; also completing survey in progress last summer north of Sturgeon Bay and starting detailed hydrographic survey of city front of Chicago, covering the reach from Grosse Point to Indiana harbor. On Lake Huron, continuing primary triangulation of the west shore of Lake Huron to a junction with the old triangulation of Saginaw Bay, and thence southward to the head of the St. Clair River.

#### MAPS, WAR DEPARTMENT.

The CHAIRMAN. Do you know anything about the item on page 247 for maps of the War Department?

Captain KUTZ. Yes, sir.

The CHAIRMAN. For publication of engineer maps for use of the War Department, inclusive of war maps, to be available until expended, \$5,000. You have estimated an increase of \$2,000 over your current appropriation. What is the reason for that?

Captain KUTZ. It is on account of the expenditure for harbor charts for seacoast defenses.

The CHAIRMAN. You also insert the word "engineer," which has not been included heretofore, and also the words "to be available until expended." Do you not expend the entire appropriation during the year? Why do you want it made available until expended?



Captain KUTZ. I think that was inserted to cover some delays. There were some charts put under contract that were not completed within the year, and it makes it difficult to use a small sum, a balance of \$500, of the present appropriation if you have a set of charts to get out for a particular harbor that will cost a thousand dollars, and you must make one contract to cover your present fiscal year and another contract to cover an appropriation for the other \$500. It is not that we want to divert the money, but just to make it of greater convenience; for instance, \$3,000 can not be divided up to purchase the charts for a given number of harbors. It may be two and a fraction, or three and a fraction harbors. I don't think that that is a very important matter.

The CHAIRMAN. It is a mere matter of convenience?

Captain KUTZ. A mere matter of convenience, and to save clerical work.

The CHAIRMAN. Have you anything to do with the Fort Monroe item carried in this bill?

Captain KUTZ. No, sir; for the wharf at Fort Monroe, that is under the Quartermaster-General.

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WEDNESDAY, *April 18, 1906.*

FORT CROCKETT MILITARY RESERVATION, AT GALVESTON, TEX.

(See also p. 918.)

**STATEMENT OF HON. WALTER GRESHAM, OF GALVESTON, TEX.,  
ACCOMPANIED BY HON. ALEXANDER W. GREGG, A REPRESENTATIVE FROM TEXAS.**

The CHAIRMAN. Mr. Gresham, you are a former Member of Congress, and reside where?

Mr. GRESHAM. At Galveston, Tex.

The CHAIRMAN. Have you appeared before the committee on a supplemental estimate submitted by the War Department for the construction of an embankment and fill behind the sea wall on the Government reservation at Galveston, Tex.?

Mr. GRESHAM. Yes, sir.

The CHAIRMAN. \$158,953.75 is the amount estimated. Will you make any statement you wish to the committee respecting the necessity for this appropriation?

Mr. GRESHAM. With the permission of the subcommittee, I would like to take three or four minutes in stating the history of this work.

The CHAIRMAN. Go ahead, and state it in your own way.

Mr. GRESHAM. In 1901 the city of Galveston, under authority from the State of Texas, appointed a board of engineers, consisting of General Roberts, ex-Chief of Engineers of the United States Army, Mr. Noble, of Chicago, and Mr. Ripley, of the Northwest—I have forgotten where he was from, perhaps Minnesota. This board of engineers was directed to devise plans and specifications for the protection of the city of Galveston against calamitous overflows.

After that board had made their examination, report, and recommendation, the matter was brought before the Committee on Rivers and Harbors of the House, and Congress, by the act of 1902, provided for the appointment of a board of engineers for the purpose of examining the conditions at the port of Galveston and determining what protection, if necessary, should be made by the Government for that port, its harbor, aids to commerce, and the Government property at that point.

In accordance with that act of Congress a board of engineers, consisting of Colonel Adams, Major Derby, and Captain Judson, made an examination of the conditions at Galveston, and practically adopted the plans that had been outlined by the board of engineers appointed by the city of Galveston. They recommended the construction of a sea wall, photographs from the War Department which I submit for your examination, and the filling or backing of that sea wall with earth filling.

After the recommendation of that committee the matter came before this committee, and in 1904 they passed the act referred to in this report. In accordance with that act the Government has constructed the sea wall from Thirty-ninth street to Fifty-third street, and has let a contract for the filling the Government reservation from Forty-fifth street to Fifty-third street, leaving a strip between the city filling and the Government filling which I can more easily show you on the map [producing map].

The city filling comes to this point [indicating]. The Government has constructed the entire wall. The Government owns up to avenue U, here [indicating]. The Government has let a contract for the filling of all this property behind the sea wall in accordance with the recommendation of the engineers, and in conformity with the plans that the city of Galveston has devised for the protection of the city. They have let this contract now, and they have also let the contract from here [indicating] to this point, following this dotted line, subject to the action of Congress upon this particular item that we are now speaking of.

In regard to this property, when Congress agreed to construct this wall here, we made an effort to have the whole of it included, but as this property did not then belong to the Government the act required that there should be ceded to the Government all property south of avenue U.

The CHAIRMAN. Was the legislation granted on condition that the city cede this strip of land?

Mr. GRESHAM. Yes; and if it did the act authorized the building of the wall.

The CHAIRMAN. Was there any authorization for filling behind the wall?

Mr. GRESHAM. No, sir. That leaves a gap in here between the two [indicating].

Now the people of Galveston have donated all this property in here to the Government—

Mr. TAYLOR. Between these dotted lines?

Mr. GRESHAM. Yes, sir.

The CHAIRMAN. What are the dimensions of that land that you ceded?

Mr. GRESHAM. About 30 acres, which includes the land both north and south of the sea wall.

Mr. SMITH. What is the distance from the sea wall to U street at Forty-fifth street?

Mr. GRESHAM. About 600 feet.

Mr. SMITH. Does this appropriation contemplate the filling of all that?

Mr. GRESHAM. Yes; to conform to the work done both by the Government and the city of Galveston.

Mr. SMITH. Why should that be done in view of the fact that it is shown by a report to Congress that a dike of 200 feet is ample to protect this wall, and it is shown that this land is of no use to the Government at present? Why should the Government fill this hole, 200 feet, to protect the wall?

Mr. GRESHAM. It is simply that the Government may make their filling to conform to the plan adopted by the city.

Mr. SMITH. The Government engineers say that a 200-foot fill is abundant to sustain the sea wall. We have no use for this at present.

Mr. GRESHAM. The engineers say that it is not necessary for military purposes at present, but can be used in the future.

Mr. SMITH. If we could appropriate enough money to put a 200-foot fill there, that would be all that would be needed, except perhaps the gratification of artistic tastes there?

Mr. GRESHAM. Yes.

Mr. SMITH. Aside from the artistic decoration of your city all would be accomplished that would be needed?

Mr. GRESHAM. I think you would have a pretty good lake in there, right adjoining the Government property.

Mr. TAYLOR. Where would the water come from?

Mr. GRESHAM. It would come from the rain. It would drain in from that filling there [indicating].

Mr. SMITH. How wide is your filling there?

Mr. GRESHAM. We have raised the grade of the city up to Broadway. Now, the filling of the city is included in those lines there that you see [indicating]. Here is the sea wall [indicating].

Mr. GREGG. That is the canal [indicating].

Mr. GRESHAM. Here is the sea wall [indicating] extending to Fifty-third street. The dredges excavated material out here in the harbor where you see these red lines, and steam up the canal here, which is about  $3\frac{1}{4}$  miles in length in the city, and pump the sand from the dredges through pipes to the sections of the city to be filled.

Mr. SMITH. What is the average cost for filling?

Mr. GRESHAM. The city's contract calls for sand filling at  $18\frac{1}{2}$  cents per cubic yard. The contract let by the Government calls for a fraction under 23 cents. That, I believe, includes sand and about 45,000 cubic yards of soil for surfacing, which has to be brought in from the mainland. Considering the soil to be furnished under the contract I believe the Government's work is a little cheaper than that of the city.

Mr. SMITH. How deep is this place that has to be filled, in your judgment, on the average?

Mr. GRESHAM. I think it would average about 6 or 8 feet. I am not certain about that.

Mr. GREGG. The 200 feet space is pretty near 17 feet high. That is the back to the wall.

Mr. SMITH. You mean seven or eight feet on the average, including the 17 feet?

Mr. GRESHAM. Yes.

Mr. SMITH. It runs down to almost nothing on the north end?

Mr. GRESHAM. Yes.

Mr. SMITH. This portion that you propose to include here would not require much filling anyway?

Mr. GRESHAM. No, sir.

Mr. SMITH. How long is this new Government wall, that has to be backed?

The CHAIRMAN. The wall which you intend to fill behind?

Mr. GRESHAM. I would have to approximate it. It is about 2,100 or 2,200 feet. The engineer's report shows that section of the wall to be 2,475 feet in length. This same report estimates the filling required between Thirty-ninth and Forty-fifth streets at 700,000 cubic yards. I have the report here.

Mr. GREGG. That includes the fort, too, does it not, Colonel?

Mr. GRESHAM. No: there is nearly a million cubic yards in addition to the 700,000 cubic yards estimated to fill between Thirty-ninth and Forty-fifth streets. The item of filling now under consideration is estimated to cost \$126,000.

Mr. SMITH. There must be some great discrepancy in the figures somewhere, or else I have made a mistake.

Mr. GRESHAM. The cost of filling is \$126,000, and of soiling and paving \$18,562.50, and then 10 per cent for contingencies. Originally the amount was \$340,000 for that work, but, as you will see from this report, a portion of the work has been completed. To finish this work, according to the report of the engineers, will cost about \$159,000.

Mr. SMITH. There must be a good deal more filling than you speak of, according to my figures.

Mr. GRESHAM. You see there are other things in addition—700,000 cubic yards of filling. You will notice, Mr. Smith, that the estimate there is for that portion of the reservation which has already been provided for, and a separate estimate for this part, including the sea wall.

Mr. SMITH. Is this statement the one you refer to—"It is believed that this expense should be borne entirely by the local authorities"—based upon the ownership of the adjacent land?

Mr. GREGG. It was private property at that time.

Mr. SMITH. What did the report mean by stating:

The construction of a sea wall and embankment between Thirty-ninth street and Forty-fifth street. The estimate for this work is as follows: 2,475 linear feet of sea wall, at \$66.50, \$164,587.50; 700,000 cubic yards of fill, at 18 cents, \$126,000; 2,475 linear feet of paving and soiling, at \$7.50, \$18,562.50; engineering and contingencies, \$30,850; a total of \$343,000. It is believed that this expense should be borne entirely by the local authorities.

Mr. GRESHAM. At the same time the engineers in that same report stated that the space between Thirty-ninth street and the Government reservation should be protected. If it was not, in case of a storm the water might cut across the island and make a channel. In such an event it would be particularly dangerous to the forts for the water to get in the rear of it, and for that reason the engineers thought the wall should be built and protected by filling, but the city should assume the burden. But Congress undertook to do the work because it was

their property, and as far as they have gone they have made their work conform to the work of the city of Galveston; and this is the only part of the work that has not been provided for.

The CHAIRMAN. There is no statute, then, authorizing this?

Mr. GRESHAM. No, sir.

The CHAIRMAN. I see the work contemplated by this law has been carried out.

Mr. GRESHAM. Yes.

Mr. SMITH. But if the sea wall was constructed of such a character that it could not withstand a storm, the putting in of backing would be incidental to that?

Mr. GREGG. The engineers, in reporting upon the protective work, reported that the backing was necessary.

The CHAIRMAN. How much higher is this land here, upon what is now the Government reservation, along U street, than the land here along U street [indicating], which you propose to fill in?

Mr. GRESHAM. The contract has been let, but it has not been filled.

The CHAIRMAN. When filled, how much lower will this part of U street be than that part north, which is filled?

Mr. GRESHAM. I suppose right along here [indicating] it would be 3 or 4 or 5 feet, approximately. There is a fall of 1 foot in every 1,500 of the city's work.

The CHAIRMAN. The width of this is how many hundred feet?

Mr. GRESHAM. About 600 feet.

The CHAIRMAN. The fall from U street down here [indicating] is what?

Mr. GRESHAM. When I say 1 foot in 1,500, that is what the Government engineers say as to the fall on the island. I could not say exactly what it is there without an actual survey. If you extend this line here [indicating], it is only 200 feet in width. If you extend that parallel with it, it leaves a little triangle there [indicating].

The CHAIRMAN. Do you know how many cubic yards there are there?

Mr. GRESHAM. No, sir; I do not.

Mr. TAYLOR. Two hundred feet is the whole distance of that territory ceded to the Government, and that triangle there is the additional part that you claim should be filled in?

Mr. GRESHAM. Yes; before Congress would permit any work on this portion, it required that we should donate this section here [indicating] to the Government. Everything had been washed away then, and we found that the wall extended farther north than we expected. We donated about 30 acres there. It is now Government property.

Mr. SMITH. I do not like the idea of the Government paying 23 cents to fill, when the city of Galveston pays 18½ cents.

Mr. GRESHAM. The Government is paying a fraction under 18½ cents, for this reason that the city of Galveston is only filling with sand. The soil to be put on top the sand filling by the Government is estimated at 45,000 cubic yards, at a cost of about a dollar a yard. The Government requires all its filling to be covered with soil, but the city does not.

Mr. TAYLOR. I wish you would restate that proposition. I understood you that the Government really paid less than the city.

Mr. GRESHAM. The Government's contract is less than 23 cents.

Mr. TAYLOR. Does this include the soil finish for the purpose of sodding?

Mr. GRESHAM. Yes.

Mr. TAYLOR. In addition to sand?

Mr. GRESHAM. Yes, sir.

Mr. TAYLOR. So that when you count the cost of the soil filling at a dollar a cubic yard, the Government really pays less?

Mr. GRESHAM. It is estimated to be a fraction of a cent less.

Mr. TAYLOR. The city does not require that topping?

Mr. GRESHAM. No, sir.

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SATURDAY, May 5, 1906.

FORT CROCKETT MILITARY RESERVATION, GALVESTON,  
TEX. (AGAIN).

STATEMENT OF MAJ. HARRY F. HODGES, ASSISTANT TO CHIEF  
OF ENGINEERS, U. S. ARMY.

The CHAIRMAN. While Mr. Burleson is here we will consider House Document No. 465.

Mr. BURLESON. That is the Fort Crockett matter.

Mr. SMITH. We have been all over that—

The CHAIRMAN. Yes; with Mr. Gresham. You have submitted, Major, a supplemental estimate of an appropriation of \$158,953.75 required for the construction of an embankment and fill behind the sea wall protecting the military reservation at Fort Crockett, Galveston, Tex.

Major HODGES. That item, I am sorry to say, I am not informed about. It is properly a fortification. It comes under another division of our office.

The CHAIRMAN. This is not a fortification item. It is to protect the sea wall. It comes from your office. General Mackenzie has reported upon it. It is to construct a sea wall for Galveston harbor, adjacent to Fort Crockett.

The work contemplated under the original authorization has been carried out and completed; and in doing that they have constructed a sea wall from Thirty-ninth to Forty-fifth street. The people of Galveston, Tex., have deeded to the Government of the United States the land south of U street behind the sea wall, and it is now proposed to fill in there about 200 feet. Major, do you know anything about that project?

Major HODGES. I know that it is in connection with a corresponding bill, that it is to be done in the city of Galveston behind its own sea wall, but I am sorry to say that this matter was one that was passed upon in the fortification division, so I am not prepared to give any information.

Mr. BURLESON. This is a part of a general plan entered into by the city of Galveston for the construction of a sea wall, for the purpose of restoring confidence in the general safety of that island. The citizens of Galveston, property owners, are taxing themselves, and expect to receive from the State, in the way of remission of State taxes, a sum

sufficient to construct an immense sea wall there. In carrying out that work they reached the land owned by the Government, and the Government was asked to do nothing except to place a wall in front of its own property. That has been done under an appropriation heretofore made; and the appropriation was also made for filling an embankment of 200 feet behind this wall for the purpose of making it more safe and secure. It is part of the general plan, and this estimate is for \$158,000 for making this fill.

I particularly want to call the attention of the committee to the fact that the people of Galveston, the property owners there, are taxing themselves for filling in behind the wall built by the city of Galveston in order to bring about the restoration of confidence, and they feel that the Government ought to be willing, inasmuch as this is all that has been asked of the Government, because of the great disaster that visited Galveston where 8,000 lives were lost, to appropriate this sum for filling in the embankment behind the wall which fronts its own land.

The CHAIRMAN. Mr. Burleson, I notice in a statement made by Mr. Gresham, who formerly represented this district, that they wanted an embankment extended out U avenue considerably more than 200 feet.

Mr. BURLESON. They want that amount appropriated so as to construct this embankment or fill to make it conform to the general plan that has been adopted, doing no more behind the Government property than the citizens and taxpayers are doing behind what they construct.

The CHAIRMAN. They want the fill to extend from behind the wall where the wall joins the property of the Government back to U street and be on a level with the opposite side of U street, which has been filled in by the city.

Mr. BURLESON. That is substantially true. The Chief of Engineers of the Army in his statement says:

An embankment 200 feet wide, backing up that part of the sea wall, is considered essential to permit it to resist the worst storms, and the construction of such embankment must, therefore, be considered necessary to properly protect the part of the work heretofore authorized by Congress.

The additional ground behind the sea wall between Thirty-ninth and Forty-fifth streets, which has been deeded to the United States and which would be available by the proposed filling, is not necessary in connection with the fortifications of Fort Crockett, but may play an incidental part in protecting the post and may serve to extend the reservation for post purposes.

This estimate completes it; that is all that is asked, \$158,953.75.

The CHAIRMAN. \$158,900 will fill 200 feet back from the wall all along that part of the wall from Thirty-ninth to Forty-fifth streets, but it will not fill a small triangular-shaped piece back of the 200 feet.

Mr. BURLESON. That was my understanding.

The CHAIRMAN. That is what that report says.

Mr. BURLESON. My understanding is that the one hundred and fifty-eight thousand and odd dollars was to complete the work. That was my understanding.

The CHAIRMAN. I wanted to find out whether this estimate included the fill clear back. Do you know anything about the details of this estimate, Major Hodges?

Major HODGES. No, sir.

Mr. BURLESON. I know that all the people of Galveston are asking at this time is the unexpended portion of that appropriation of

\$158,000; and considering the fact that Galveston has relied upon herself—

The CHAIRMAN. Do you say that there were 8,000 people drowned in the disaster there a few years ago?

Mr. BURLESON. Nearly 8,000 people were drowned; 4,000 people were carried at one time out to sea.

Mr. SMITH. And no assistance was rendered by Congress?

Mr. BURLESON. Congress was not in session at the time.

Mr. SMITH. My impression is that the Secretary of War sent rations there and tents.

FRIDAY, *May 4, 1906.*

### NATIONAL CEMETERIES.

**STATEMENT OF BRIG. GEN. CHARLES F. HUMPHREY, QUARTERMASTER-GENERAL U. S. ARMY, ACCOMPANIED BY LIEUT. COL. GEORGE RUHLEN, ASSISTANT QUARTERMASTER-GENERAL U. S. ARMY.**

#### MAINTENANCE AND IMPROVEMENT.

The CHAIRMAN. General, the first item that we have here is in the bill in front of you, on page 224, for maintaining and improving national cemeteries, etc., \$120,000. That is the amount of the appropriation for the current fiscal year. Have you expended, or will you expend, all of this during the current fiscal year?

General HUMPHREY. Yes, sir.

The CHAIRMAN. There is no possibility of a balance?

General HUMPHREY. I should say not, Mr. Chairman.

The CHAIRMAN. Did you expend all for the fiscal year 1905, when you had the same amount?

General HUMPHREY. I would have to see what remained in the Treasury. Very little remains, however. There are 83 of these national cemeteries.

Mr. SMITH. Eight of them are without superintendents, or at least are covered by superintendents of other cemeteries.

General HUMPHREY. Some of them have no superintendents.

Mr. TAYLOR. Which ones have no superintendents?

General HUMPHREY. Let me see. Balls Bluff has no superintendent. That is a small one. Crown Hill, Indianapolis, Ind., has none.

Mr. TAYLOR. Where is Balls Bluff?

General HUMPHREY. It is on the right bank of the Potomac, about 20 miles above Washington.

Mr. TAYLOR. Is it in Maryland or in Virginia?

General HUMPHREY. In Virginia. Then Danville, Ky., has none. Lexington, Ky., has none. They are fourth class. Quincy, Ill., is fourth class; it has none. Rock Island, Ill., has no superintendent. There are quartermasters in the vicinity who look after them. St. Augustine, Fla., has an ordnance sergeant, retired, in charge. There is one at Elmira and one in New York City. There are six. I should say.



PAY OF SUPERINTENDENTS.

The CHAIRMAN. The next item, General, is for pay of 75 superintendents of national cemeteries, \$62,060. Your estimate for the next fiscal year is the same as the current appropriation. Are these salaries statutory salaries?

General HUMPHREY. Yes.

The CHAIRMAN. They are effective by law, are they?

General HUMPHREY. Yes; they are fixed by act of Congress.

HEADSTONES FOR GRAVES OF SOLDIERS.

The CHAIRMAN. The next item is for headstones for graves of soldiers: "For continuing the work of furnishing headstones for unmarked graves of Union soldiers, sailors, and marines in national, post, city, town, and village cemeteries," etc., \$49,538.25. That is your estimate for the next fiscal year. Your current appropriation is \$50,000. How do you arrive at a definite estimate of that kind?

General HUMPHREY. We estimate that. The number of soldiers dying is increasing annually. I estimated this year for the next fiscal year for the same amount as for the current fiscal year, but the amount was reduced by higher authority. Contracts are out covering balance at this time remaining in the Treasury.

The CHAIRMAN. Have you a balance left over from the other appropriation?

General HUMPHREY. Yes; we still have a balance in the Treasury which will be used by the end of the current fiscal year.

The CHAIRMAN. Do you know how much of a balance you will have left at the end of this year?

General HUMPHREY. We aim to have none if it need to be properly applied in the purchases contemplated by the appropriation.

The CHAIRMAN. You aim to have no balance?

General HUMPHREY. If we can secure the headstones during the fiscal year we shall have none.

The CHAIRMAN. You can use all that appropriation?

General HUMPHREY. Yes, sir.

MARKING PLACES WHERE AMERICAN SOLDIERS FELL IN CUBA AND CHINA.

The CHAIRMAN. The language in the next item is, "For marking the places where American soldiers fell and were temporarily interred in Cuba and China." You recommend that that be omitted, and no estimate has been made for it.

General HUMPHREY. None has been made. That work is being carried out by an association. Nine thousand odd dollars was allowed for the purpose last year.

REPAIRING ROADWAYS TO NATIONAL CEMETERIES.

The CHAIRMAN. The next is "Repairing roadways to national cemeteries," page 226. Your estimate for 1907 is \$10,000. Your current appropriation is \$12,000. You reduce that amount \$2,000?

General HUMPHREY. Yes, sir; higher authority reduced it by \$2,000.

The CHAIRMAN. Is that because of a balance you will have left over for this fiscal year—do you know?

General HUMPHREY. There will necessarily be a small balance; I can not say just how much. I will hand you a statement of this balance if you so desire.

The CHAIRMAN. I wish you would send me, General, a statement of the balance for 1905, and the amount expended up to this date out of the appropriation for 1906.

General HUMPHREY. That is, up to the 1st of May?

The CHAIRMAN. Yes.

General HUMPHREY. And of all appropriations?

The CHAIRMAN. And of all appropriations under the Quartermaster's Department carried in this bill in the same way; the balance for 1905, and the balance for 1906 up to May 1.

#### BURIAL OF INDIGENT SOLDIERS.

(See also page 924.)

The next item is for burial of indigent soldiers. Your estimate for the next fiscal year under this head is just the same as the current appropriation, \$3,000?

General HUMPHREY. Yes, sir. My note on estimate states that there was a deficiency last year.

The CHAIRMAN. You did not get it. Did you apply for a deficiency appropriation?

General HUMPHREY. No, sir.

The CHAIRMAN. Then you will undoubtedly need \$3,000?

General HUMPHREY. Yes, sir; depending upon the number who die in Washington and its vicinity.

Mr. SMITH. I would like to inquire, General, if you know what the origin of this system was; why the Government will bury indigent soldiers who die in the District of Columbia and not anywhere else?

General HUMPHREY. I scarcely know. It came up years and years ago. I asked this year that it be extended to all soldiers. If a soldier dies in the Philippines his remains will be sent to any part of the United States when they arrive at San Francisco, but the soldier who dies anywhere within the United States is buried in the nearest post or national cemetery. I asked this year that money be appropriated to bury them—those who die in this country—wherever it may be desired.

[In this connection I desire to invite your attention to my hearing before the Committee on Military Affairs, January 10 last, on pages 40 and 41.]

The CHAIRMAN. Has it resulted from the fact that more survivors of the civil war are located here in Washington than at any other point?

General HUMPHREY. No, sir; I do not think so. I think there are not as many here as there are in the larger cities.

The CHAIRMAN. I am informed that ten or fifteen years ago the department commander of the Grand Army of the Republic for the District of Columbia appeared before this committee and made a statement as to the relative number that died here and the number that died elsewhere in the United States, and because of its being the seat of government he said they congregated here and found employment to a larger degree than anywhere else.

Mr. SMITH. I must say I have no objection to the item, but I think it is a strange thing that the Government undertakes to bury

those of its ex-soldiers if they happen to die in Washington and its vicinity and refuses to bury them if they die elsewhere. What is the requirement of the statute constituting indigency under the ruling of the Department?

General HUMPHREY. Those who at death leave no estate sufficient to bury them.

Mr. SMITH. None at all?

General HUMPHREY. None at all. It has been held by the Comptroller that an accrued pension, pay due, etc., must be applied to burial expenses before a deceased soldier can be considered as indigent within the meaning of the law.

Mr. SMITH. You have no idea what it would cost to extend this same privilege to all other soldiers?

General HUMPHREY. It would almost be impossible to estimate the cost.

Mr. SMITH. You do not have any idea how many have died here within a year, for instance?

General HUMPHREY. No.

Mr. SMITH. About what do these burials cost apiece?

Mr. TAYLOR. Forty-five dollars.

General HUMPHREY. That is what the law allows.

The CHAIRMAN. And it is always expended.

Mr. SMITH. I have no objection to the expenditure.

The CHAIRMAN. You could find out how many burials are conducted under this by dividing the amount of money appropriated by 45, the amount allowed for each.

Mr. SMITH. If we knew how many indigent soldiers died here and the total number of soldiers residing here or in the vicinity, we could calculate the percentage of indigency among them here and then make a comparison with those throughout the country elsewhere. We could then see what percentage of soldiers generally die who are indigent within the meaning of this item.

General HUMPHREY. I can give you the exact number the expenses of whose interment were paid under the provisions of this law.

Mr. SMITH. You mean of all kinds?

General HUMPHREY. No; I mean of indigent soldiers. We can give you a list of those who died and were buried in national cemeteries. You can get the amount of what it would cost to extend this over the United States by taking the number who died here who are indigent and comparing or calculating the percentage which those bear in relation to the total number. You can do that by taking the number of those who die here and then the number of those who die elsewhere throughout the United States.

The CHAIRMAN. You can get that information here from Colonel Bradshaw. I understand they have a record of the total number of soldiers in the different posts here.

Mr. SMITH. How wide a swing do you give to these words, "immediate vicinity?"

General HUMPHREY. They are in the immediate vicinity. An officer who served in the Spanish war was killed not long ago down at Salisbury, N. C., and his people applied to have his burial expenses covered, which could not under an interpretation of the law be permitted.

The CHAIRMAN. What discretionary line do you draw?

General HUMPHREY. It must be in the immediate vicinity, I should say; not far outside the District of Columbia. I will let you know further regarding this. (See p. —.)

Mr. SMITH. We would need to know the whole area in order to make a computation.

General HUMPHREY. We have refused in some cases because they were not considered in the immediate vicinity.

#### NATIONAL CEMETERY, PRESIDIO OF SAN FRANCISCO, CAL.

The CHAIRMAN. The next item is, "National cemetery, Presidio of San Francisco, Cal.: For continuation of stone wall on the boundary line of the reservation of the Presidio," \$3,000.

General HUMPHREY. That is a thing that is not absolutely necessary this year if you should see fit to cut it off.

Mr. SMITH. Is the old stone wall left since the earthquake?

General HUMPHREY. I hope so.

The CHAIRMAN. The next item is for the erection of a permanent rostrum in the national cemetery at the Presidio of San Francisco, \$5,000.

General HUMPHREY. That was up last year and was denied.

The CHAIRMAN. What do they have now?

General HUMPHREY. They have nothing of the kind. That cemetery is really becoming an important national cemetery, on account of the burial of bodies from the Philippines. The Grand Army have asked for that time and again. I think I asked for it the last three years.

The CHAIRMAN. That is at the bottom of page 227.

#### BURIAL OF INDIGENT SOLDIERS.

Mr. SMITH. There is one question I want to ask in regard to these burials of indigent soldiers. If the matter were extended over the country would you be able to pay under this language the actual expenses of burial, not to exceed \$45?

General HUMPHREY. Certainly; we could pay all expenses under such a law, though it would be difficult to determine the merits of cases where there were no quartermaster's to superintend payments.

Mr. SMITH. Suppose a clause were put in here authorizing you to pay the expenses of burial of indigent soldiers, not exceeding \$45 apiece?

General HUMPHREY. In private grounds?

Mr. SMITH. Yes. Would it then be possible to administer it under this language with that amplification so that they could go on and bury, and present the claims to the Department, and on proving the claims get up to \$45, the amount for each burial?

General HUMPHREY. I should say so. It would be rather difficult, though, unless it was done in the vicinity of where we have officers. We might get a number of fraudulent claims. Here in this vicinity we can watch every case.

Mr. SMITH. That could be done in the country.

The CHAIRMAN. The question of the deceased being indigent—would that be a question of fact that would involve a great deal of work to ascertain?

General HUMPHREY. It would, I should say.

## ANTIETAM BATTLEFIELD.

The CHAIRMAN. The next item is "Antietam battlefield: For repair and preservation of monuments, tablets, observation tower, roads, and fences," \$3,000. Your estimate is the same for the next fiscal year as the current appropriation. Will you need that amount, General?

General HUMPHREY. Yes, sir.

The CHAIRMAN. There is no commission in charge of this cemetery, is there? It is not a military park, is it?

General HUMPHREY. Not in this at all.

The CHAIRMAN. Is there a commission in charge of the Antietam battlefield?

General HUMPHREY. It was discontinued some time ago, but had no connection with the cemetery. There was a commission such as that which has charge of the Chickamauga and Gettysburg parks.

The CHAIRMAN. Is there a superintendent there?

General HUMPHREY. Yes; a superintendent of the cemetery and a superintendent of the battlefield grounds. The superintendent of the grounds is paid \$1,500 per year. This position and salary were established by act of Congress.

The CHAIRMAN. Is there, in addition to that, a commission like the one at Gettysburg and the one at Chickamauga?

General HUMPHREY. Not at present.

The CHAIRMAN. The next item is for pay of superintendent of Antietam battlefield, \$1,500. That position is a statutory one, is it?

General HUMPHREY. Yes.

The CHAIRMAN. The next is a new item—

For grading, improving, and inclosing with rubble stone wall, topped with wrought-iron fence, the lot on Antietam battlefield in which the monument in memory of the late President William McKinley was erected by the State of Ohio; and for grading and improving the approach road thereto from the Burnside Bridge, three thousand dollars.

General HUMPHREY. That depends upon whether you desire to do it. It was thought it should be done.

The CHAIRMAN. The title to this lot was transferred by deed to the Government of the United States on October 18, 1902. Was there any condition attached to the transfer of that property to the Government, requiring the erection of a monument, or anything of that kind?

General HUMPHREY. No, sir. I understand the monument was erected where Mr. McKinley stood and gave passing troops water. There is no suitable road, and the monument is unprotected, so far as a fence is concerned.

The CHAIRMAN. The monument is there now?

General HUMPHREY. Yes.

The CHAIRMAN. Who erected it?

General HUMPHREY. It was done by subscription.

The CHAIRMAN. It was done by the State of Ohio?

General HUMPHREY. It may have been; I do not know as to that.

## BRINGING HOME REMAINS OF OFFICERS AND SOLDIERS WHO DIE ABROAD.

The CHAIRMAN. The next item is: "Bringing home the remains of officers and soldiers who die abroad," \$22,000. That is rather an

uncertain amount. Have you expended that current appropriation, which is \$25,000?

General HUMPHREY. The appropriation was cut \$3,000 by higher authority, and, of course, we will only expend the amount required to bring home the remains of those who die abroad. I will submit a statement of the balance in this appropriation with the others asked for.

**BRINGING HOME REMAINS OF CIVIL EMPLOYEES OF THE ARMY WHO DIE ABROAD AND SOLDIERS WHO DIE ON TRANSPORTS.**

The CHAIRMAN. The next is: "Bringing home the remains of civil employees of the Army who die abroad and soldiers who die on transports." Your estimate for the next fiscal year under this head is the same as the current appropriation for that purpose, \$2,500.

General HUMPHREY. Yes. There are many employees. Two regiments of infantry and two light batteries have recently been added to the number of troops in the Philippines.

The CHAIRMAN. How long has it been the practice of the Government to bear the expense of bringing home civil employees from the islands?

General HUMPHREY. I think since we took possessions abroad. I do not know the date of the first law.

The CHAIRMAN. The first appropriation was in 1901, on the army appropriation bill. I did not know whether the practice obtained prior to that time or not, and whether it was paid out of other appropriations or not.

General HUMPHREY. No; I should say not.

**CONFEDERATE MOUND, OAKWOOD CEMETERY, CHICAGO.**

The CHAIRMAN. The next is Confederate Mound, Oakwood Cemetery, Chicago, \$250.

General HUMPHREY. That is about the amount allotted each year to take care of it.

The CHAIRMAN. That expenditure is fixed by statute, is it not?

General HUMPHREY. There is a law regarding it, but I do not know whether the amount is fixed or not.

The CHAIRMAN. I understand there is an act of Congress that requires an expenditure of \$250 each year.

**ARLINGTON NATIONAL CEMETERY, VIRGINIA.**

The CHAIRMAN. The next item is the Arlington National Cemetery, Virginia: "For continuing grading, draining, making roads, planting trees, and otherwise preparing the grounds in the addition to the Arlington, Va., National Cemetery, \$10,000." How do you arrive at that estimate?

General HUMPHREY. You could easily expend ten times as much in putting the grounds in thorough order. The burials are increasing very largely.

The CHAIRMAN. This appropriation was made for the first time for the fiscal year 1906, and was made for grading, draining, and making roads. Now you propose, by using the word "continuing," to continue this work. Have you any estimate of what the ultimate cost will be.

General HUMPHREY. There has been no plan approved, Mr. Chairman, to carry on those improvements. A plan has been drawn up, but it has not been approved by the Quartermaster-General or the Secretary of War. There was a deep gravel pit in what has become one of the most prominent points in the cemetery. All the gravel for the roads had been taken from it. The ground has been graded to a level with the gravel pit, which was a very considerable undertaking. We are cutting down the top of a hill to be laid out in burial lots. It is in front of the burial place of the soldiers of the Spanish-American war.

The CHAIRMAN. When was this addition to the cemetery obtained?

General HUMPHREY. I should say in 1896 or 1897.

The CHAIRMAN. And there was no improvement, no grading, draining, or building of roads or planting of trees prior to this fiscal year?

General HUMPHREY. There must have been. I came here in 1896. Considerable work had been done at that time.

The CHAIRMAN. Was this addition to the Arlington Cemetery the property of the United States before it was made a part of the cemetery?

General HUMPHREY. Yes.

The CHAIRMAN. But it was not included in the cemetery prior to 1896?

General HUMPHREY. That much new ground was taken in by authority of the Secretary of War. The Agricultural Department intended to get it for experimental purposes, and the Secretary of War directed it to be inclosed as a part of the cemetery proper.

The CHAIRMAN. When was it first used for burial purposes? Was it during the civil war?

General HUMPHREY. No. That is new ground for the cemetery. It was taken in in 1896 or 1897.

The CHAIRMAN. When did you commence to use it as a burying ground for actual burying purposes?

General HUMPHREY. I should say about that time. All the burials brought about by the Spanish-American war are in this, which is called the new section.

The CHAIRMAN. You say there has been no comprehensive plan for the improvement of this addition?

General HUMPHREY. It has not been approved yet.

The CHAIRMAN. Has there been a plan prepared yet?

General HUMPHREY. Yes. A comprehensive plan covering the whole cemetery, which it is thought will take years to carry out using small appropriations annually.

The CHAIRMAN. How many acres does it include?

General HUMPHREY. 408½ acres are inclosed within the stone walls.

#### POST CEMETERY, OLD CAMP FLOYD, UTAH.

The CHAIRMAN. You have submitted a supplemental estimate here in House Document No. 310 in relation to the Old Camp Floyd, Utah, post cemetery.

General HUMPHREY. Yes; those are soldiers buried during the Albert Sidney Johnson Expedition in 1858, and probably some since. That has reference to removing the remains.

The CHAIRMAN. Is it the purpose to remove their remains and bury them here in Arlington?

General HUMPHREY. Not necessarily at Arlington.

The CHAIRMAN. Where will they be buried?

General HUMPHREY. I should say at Fort Douglas, Utah? That is the nearest point.

The CHAIRMAN. What is the occasion for removing the remains?

General HUMPHREY. I think sentiment largely, and the ground does not belong to us. I do not remember just how that matter came up.

The CHAIRMAN. It seems there is a bill pending to accept a 40-acre tract formerly occupied by the post cemetery at Fort Crittenden. Where is Fort Crittenden in relation to Camp Floyd?

General HUMPHREY. That is one of the old posts.

Mr. SMITH. The document says "For inclosing and putting in proper condition the post cemetery at old Camp Floyd, subsequently Fort Crittenden, Utah, and constructing the necessary approaches thereto." It is in the State of Utah. It is apparently the same thing.

The CHAIRMAN. This does not seem to indicate a proposition to remove the remains of those buried there. It is to put in proper condition the post cemetery there described, and the State of Utah has tendered to the Government of the United States the title to that tract.

Mr. SMITH. How did the State of Utah get the land?

The CHAIRMAN. I do not know.

General HUMPHREY. Now, Mr. Chairman, those are estimates that have been put in because we have been directed to put them in. All I have here is a list with reference to national cemeteries which I would recommend to be allowed. This did not originate in my office and, while it would be well to be carried out, is not absolutely necessary to be done at this time.

The CHAIRMAN. I understand that, General, but there is a bill pending, and the question is as to appropriating money for the improvements before acquiring the title. We might make this available when the Government has accepted the title.

Mr. SMITH. It appears from this statement that here is a soldiers' cemetery in which the fences have been allowed to go down, and cattle are running over it, and it is now proposed to plant it in a lawn where there are 2,500 graves, and erect some monument for the soldiers who are interred in that cemetery. It seems to me it is not a creditable condition for a cemetery to be in where American soldiers are buried.

General HUMPHREY. There are but 56 graves there. We are gathering up the remains of soldiers buried at outside places and abandoned posts and transferring them to national and post cemeteries.

#### GETTYSBURG NATIONAL CEMETERY.

The CHAIRMAN. The next item is "Gettysburg National Cemetery: For the construction of a lodge for the use of the superintendent of the National Cemetery at Gettysburg, \$6,000."

General HUMPHREY. I asked for \$10,000 on that. It came up from the Gettysburg Battlefield Commission. The old lodge there is not at all in keeping with the surroundings of the Gettysburg battlefield. The cemetery is one of the prominent points of this field.

The CHAIRMAN. Is it the same one that was there in 1865?

General HUMPHREY. Yes.

The CHAIRMAN. It is almost covered over with vines.

General HUMPHREY. Here is the plan of the lodge [submitting



diagram thereof]. It is not in keeping with the surroundings. That is the present lodge.

The CHAIRMAN. That was built in 1871, it says. That is since the time I referred to.

Mr. SMITH. That is a stone building, is it not?

General HUMPHREY. Yes, but the Commission prefers something in keeping with the surroundings, and I am in accord with their wishes.

Mr. SMITH. What is the necessity of housing the superintendent on the battlefield?

General HUMPHREY. He has charge of the cemetery, and it is a part of the battlefield.

The CHAIRMAN. The superintendent of the cemetery and the superintendent of the battlefield are one and the same person?

General HUMPHREY. No; the superintendent of the cemetery has nothing to do with the battlefield.

Mr. SMITH. "Superintendent of Antietam battlefield" is the title used at Antietam, whereas in other places the title is "superintendent of the cemetery."

General HUMPHREY. No; at Antietam there is a superintendent of the national cemetery and there is also a superintendent of the battlefield. The Gettysburg battlefield is governed by a duly appointed commission.

The CHAIRMAN. You think \$6,000 is not sufficient to build a lodge of the character that ought to be there?

General HUMPHREY. No, sir.

The CHAIRMAN. This cemetery is visited more than any other cemetery in the United States by more people?

General HUMPHREY. Yes, sir; far more. Colonel Ruhlen, what was your estimate when you went up there?

Colonel RUHLEN. They asked about \$7,500 at that time for just the smallest kind of a building that would answer the purpose.

The CHAIRMAN. What purpose does it subserve?

General HUMPHREY. The superintendent lives there, and his office is there, and the visitors to the national cemetery register there. This came up in a letter from the Gettysburg Battlefield Commission to the Secretary of War. It has been up for three years asking for a better lodge—a lodge in keeping with the surroundings. Does the \$6,000 stand?

The CHAIRMAN. We will consider it. I think \$6,000 will be sufficient to build a pretty handsome residence there. Of course if you are going into a fine, modern-designed building, with all the architectural furbelows, it would cost more. But the buildings in that town are all of a very plain character, as I remember.

Mr. SMITH. Most members of Congress live in houses that do not cost more than \$6,000, exclusive of ground.

General HUMPHREY. How would it suit if you allowed this \$6,000 and improved that building? I sent Colonel Ruhlen up there three years ago to inspect it. He says there are no sanitary arrangements there at all.

Mr. SMITH. If you are going to put in a sewerage system there, you can spend a large sum of money.

General HUMPHREY. As I say, it came up through the Battlefield Commission.

The CHAIRMAN. As I recollect it, the last time I was there, four years ago, there was a lodge there almost entirely covered with vines.

MARKING CIVILIAN GRAVES IN POST CEMETERIES.

The next item, on page 231, General, is for marking civilian graves in post cemeteries, \$2,000.

General HUMPHREY. Yes, sir. Until recently they have been marked with boards.

The CHAIRMAN. Is that so?

General HUMPHREY. Yes, sir. I asked for \$6,000, but it became necessary to reduce it to \$2,000.

Mr. SMITH. A good many of them have been marked under this appropriation of \$5,000, have they not?

General HUMPHREY. For 1905, \$5,000 was appropriated for this purpose, but did not complete the work. I asked for \$6,000, but the amount was necessarily reduced to \$2,000. We had no appropriation last year.

The CHAIRMAN. We will consider it, General. Let me ask you how many graves do you estimate require marking?

General HUMPHREY. There are approximately 1,600 of them. These are graves in post cemeteries throughout the country.

The CHAIRMAN. What does this marking cost per grave?

General HUMPHREY. This year the stones cost \$2.75 each at the quarry, and, with the freight, cost delivered at posts about \$3.25 each. Last year they were \$2.95; the year before they were \$2.50. They have risen in price.

The CHAIRMAN. What do the markings consist of?

General HUMPHREY. They are a small marble stone, 39 by 12 by 4 inches, placed 21 inches in the ground, with the names of the persons upon them.

CEMETERY, SAN JUAN, P. R.

The CHAIRMAN. The next item is "Cemetery, San Juan, P. R.: For the purchase of 2 acres of land near San Juan, P. R., for use as a post cemetery, \$300."

General HUMPHREY. We are renting ground there now. That ground can be purchased for that amount of money.

The CHAIRMAN. Is it worth while to start a post cemetery with only a few acres down there?

General HUMPHREY. The garrison is only a small one, and the troops are natives. Probably they would bury many of them at home; and that amount of land, 2 acres, would probably last a long time.

The CHAIRMAN. Has this estimate been submitted before?

General HUMPHREY. No, sir.

The CHAIRMAN. This only contemplates the purchase of land. Is it now inclosed?

General HUMPHREY. No, sir. We would inclose it.

The CHAIRMAN. Your statement here in the note is that the land could be purchased for \$300. This would not provide, then, for improvements?

General HUMPHREY. No, sir. This estimate is submitted because before we purchase land we must have authority of law.

The CHAIRMAN. The estimate is just the amount you say that would be necessary to purchase the land, and that would leave nothing to inclose it.

General HUMPHREY. We want the authority to purchase the land, and the money.

The CHAIRMAN. How would you inclose it?

General HUMPHREY. We would furnish funds from the proper appropriation of the Quartermaster's Department to inclose it. We have a fund to keep post cemeteries in order.

The CHAIRMAN. You have a general appropriation for that purpose?

General HUMPHREY. Yes. We would use from that general fund of the Quartermaster's Department.

MONUMENT, YORKTOWN, VA.

The CHAIRMAN. The next is, "Monument at Yorktown, Va.: For construction of an iron fence to inclose the grounds surrounding the monument erected by the Government at Yorktown, Va., to commemorate the surrender of Lord Cornwallis and his forces October 19, 1781, and for placing the grounds in proper condition, \$5,000."

General HUMPHREY. That is a large plot of ground that is not inclosed. The monument itself is.

The CHAIRMAN. Does the Government own the ground?

General HUMPHREY. Yes, sir.

The CHAIRMAN. You estimate \$5,000 will be necessary?

General HUMPHREY. Yes, sir.

The CHAIRMAN. How do you arrive at that estimate?

General HUMPHREY. From a measurement of the boundaries and the kind of fence to be erected.

The CHAIRMAN. Does it depend materially upon the kind of fence you intend to erect?

General HUMPHREY. That and the size of the inclosure. It will be an iron fence.

The CHAIRMAN. How many feet of fencing do you propose to build?

General HUMPHREY. Eight hundred and twenty feet. The wooden fence shown on the accompanying diagram is in bad condition and is to be replaced by an iron fence, as shown. It came up through General Chaffee, who was there on an inspection tour some time ago.

The CHAIRMAN. What I want to get at is whether this is a guess or a careful estimate.

General HUMPHREY. There is no guess in it; oh, no.

The CHAIRMAN. Could you give us a detailed statement, General, of the amount of fence you intend to build, and the cost?

General HUMPHREY. I hand you a plat of the ground and a design of the fence we propose to build.

CEMETERY, MADISON BARRACKS, N. Y.

The CHAIRMAN. The next item is for the cemetery, Madison Barracks, N. Y., "for the purchase of 13.98 acres of land for cemetery purposes for the post of Madison Barracks, N. Y., \$699." Have you a cemetery there now?

General HUMPHREY. It is a small one. I imagine it has been buried over time and time again. We found graves there of British soldiers

buried 5 or 6 feet below ground; buried away back one hundred and fifty years ago.

The CHAIRMAN. Are there any other questions?

Mr. SULLIVAN. None, except I move to give them another dollar to make it even \$700.

General HUMPHREY. That is a post that comprises eight companies of the Twenty-third Infantry. That is the garrison there.

The CHAIRMAN. Where is Fort Madison?

General HUMPHREY. At Sacketts Harbor, Lake Ontario, New York.

### MILITARY POSTS.

The CHAIRMAN. The next item is "Military posts: For the construction and enlargement of buildings at such military posts as, in the judgment of the Secretary of War, may be necessary; for the erection of barracks and quarters for the artillery in connection with the adopted projects for seacoast defenses and for the purchase of suitable sites for said barracks and quarters."

General HUMPHREY. Here is a list which I will submit regarding that.

The CHAIRMAN. Your estimate under this head is \$973,750?

General HUMPHREY. Yes, sir.

The CHAIRMAN. And your present appropriation is \$1,200,000?

General HUMPHREY. Yes.

#### FORT NIAGARA, N. Y.

The CHAIRMAN. You had an appropriation in the last sundry civil act for the enlargement of the military post at Fort Niagara, N. Y.?

General HUMPHREY. Yes.

#### SANDY HOOK, N. J., PRESIDIO, SAN FRANCISCO, CAL., AND FORT LOGAN, COLO.

The CHAIRMAN. And also at Sandy Hook, N. J., and the enlargement of target range at the Presidio, Monterey, Cal., and the target range at Fort Logan, Colo.?

General HUMPHREY. Yes. At Monterey and Fort Logan.

The CHAIRMAN. How many buildings do you contemplate constructing and enlarging out of this appropriation in the next fiscal year?

General HUMPHREY. A considerable number of buildings at fourteen posts. Beginning at Fort Monroe there is to be a school building.

The CHAIRMAN. What is the estimated cost?

General HUMPHREY. \$150,000. I will leave this list with you if you desire.

The CHAIRMAN. After reading it you can give it to the stenographer and he will put it in the record.

General HUMPHREY. Here it is.

#### *Memorandum relative to estimate for military posts for the fiscal year ending June 30, 1907.*

The funds called for under this heading are required for buildings required at military posts, the cost of which is in excess of \$20,000 for a single building, and is intended in part to supplement the estimate for barracks and quarters for the same period.

The aggregate amount of the estimate is \$973,750, and is itemized as follows:

Fort Monroe, Va.: For construction of a general school and administration building for the combined Coast and Field Artillery Service, containing school and lecture room, library, laboratories, etc., for use of officers and enlisted men under instruction and pursuing special courses of study and investigation—eight companies of Coast Artillery and Artillery School...	\$150,000
Fort Assiniboine, Mont.: For a post administration and office building, containing, in addition to the ordinary post administration offices, lecture and school rooms for officers and enlisted men, library, etc.—six troops of cavalry and four companies of infantry.....	24,500
Fort Caswell, N. C.: For a new coast artillery barrack. This is a post for three companies Coast Artillery; only two permanent barracks have yet been built, one of the companies being quartered in three small frame buildings erected for a temporary purpose in 1898—three companies of Coast Artillery.....	32,500
Fort Douglas, Utah: For a new double barrack for infantry to replace old barracks now there, being in continuance of the policy of reconstruction of this post begun three years ago—headquarters and eight companies of infantry.....	52,500
Fort Hamilton, N. Y.: For construction of three new barracks for the coast artillery to begin reconstruction of the post. All buildings at this post are old, broken down, and of obsolete patterns—four companies of Coast Artillery.....	105,000
Fort Meade, S. Dak.: To continue the work of replacing old frame buildings erected in 1878 to 1880 with new modern brick buildings. This is a permanent post for headquarters and eight troops of cavalry. Seven of the eight new barracks required have already been built and an eighth is needed to complete barrack accommodations for the post—headquarters and eight troops of cavalry.....	30,000
Fort Miley, Cal.: New barrack for one company Coast Artillery, to replace a temporary frame structure built there about three years ago—two companies of Coast Artillery.....	31,250
Presidio of San Francisco, Cal.: To build new barracks for three batteries of field artillery—three troops of cavalry, three batteries of field artillery, and ten companies of Coast Artillery.....	114,000
Fort Schuyler, N. Y.: This is a post for two companies of coast artillery commanding the entrance to New York City. Troops are quartered in one old barrack, capable of housing about 80 men, and in three temporary makeshift frame structures. It is desired to build next year two permanent barracks—three companies of coast artillery.....	70,000
Fort Snelling, Minn.: To construct a riding and cavalry and artillery drill hall for mounted troops at the post. The severe weather prevailing at this post prevents out-of-door mounted drills for the greater part of the winter, where the need of facilities for training and exercising men and horses is greatest—headquarters, twelve companies infantry, four companies of cavalry, and two batteries of field artillery.....	56,000
Vancouver Barracks, Wash.: To continue construction of new barracks, begun three years ago, to replace the old frame buildings with new ones of modern type—for two double barracks for four companies—headquarters, twelve companies of infantry and two companies of field artillery..	85,000
Fort Wadsworth, N. Y.: To begin reconstruction of the post on modern lines, by building new barracks for three companies of Coast Artillery. No modern barracks have ever been erected at this post, troops being still quartered in casemates of the old fort—five companies of Coast Artillery.....	108,000
Fort Wetherill, R. I.: For construction of two barracks for two companies of Coast Artillery and a hospital, at a new post to be built on this reservation for two companies of Coast Artillery:	
For two barracks.....	70,000
For hospital.....	23,500
Fort Wood, N. Y.: For a barrack for one company of the Signal Corps, to replace the old frame building now at the post which is inadequate in size and old and out of repair—one company, Signal Corps.....	40,000

## RECAPITULATION.

Fort Monroe, Va.: Administration and school building .....	\$150,000
Fort Assiniboine, Mont.: Administration building .....	24,500
Fort Caswell, N. C.: Barrack .....	32,500
Fort Douglas, Utah: Double barracks for infantry .....	52,500
Fort Hamilton, N. Y.: Three new barracks .....	105,000
Fort Meade, S. Dak.: One single barrack .....	30,000
Fort Miley, Cal.: One single barrack .....	31,250
Presidio of San Francisco: Three new barracks .....	114,000
Fort Schuyler, N. Y.: Two new barracks .....	70,000
Fort Snelling, Minn.: Cavalry and artillery drill hall .....	37,500
Vancouver Barracks, Wash.: Two new double barracks .....	85,000
Fort Wadsworth, N. Y.: Three new barracks .....	108,000
Fort Wetherill, R. I.: Two barracks .....	70,000
One hospital .....	23,500
Fort Wood, N. Y.: One new barrack .....	40,000
Total .....	973,750

C. F. HUMPHREY,  
Quartermaster-General U. S. Army.

QUARTERMASTER-GENERAL'S OFFICE, May 1, 1906.

The CHAIRMAN. These are the expenditures you contemplate making out of this appropriation of \$973,000?

General HUMPHREY. Yes, sir.

Mr. SULLIVAN. That foots up \$961,000.

General HUMPHREY. The total of the estimate is \$973,750.

Mr. SULLIVAN. It is \$973,750, to be exact.

## FORT EGBERT, ALASKA.

The CHAIRMAN. You have submitted the supplemental estimate here in House Document No. 606 for additional land at Fort Egbert, Alaska. \$2,000. Where is Fort Egbert in Alaska?

General HUMPHREY. It is on the Yukon River, about 1,650 miles from the Bering Sea, on the eastern boundary of Alaska.

Mr. SMITH. It seems the Government has contracted to buy it and has got a deed for it, and is now waiting for the money to pay for it.

General HUMPHREY. I have not that on my list.

The CHAIRMAN. That is sent here from your Department.

Mr. SMITH. That is a document from your Department.

General HUMPHREY. Yes; it originated with the post authorities and was submitted by me, but it is not absolutely necessary at this time, though it would be well to purchase it.

Mr. SMITH. This is initiated in your Department.

General HUMPHREY. There are many bills initiated in my office by direction of higher authority that I do not keep in mind, and as I have said before, it is not on the list of items that I consider absolutely necessary to be met at present.

Mr. TAYLOR. That estimate comes from the Quartermaster's Department to us through the Secretary of War.

General HUMPHREY. Yes; all do that pertain to the Quartermaster's Department.

The CHAIRMAN. It has not an indorsement of the General?

Mr. SMITH. At the bottom of the note it has.

General HUMPHREY. Yes; that is true, but I did not incorporate it:

in this list of lands that I would recommend the purchase of as absolutely necessary.

The CHAIRMAN. This land you have already purchased, according to your statement? We have a quitclaim deed to this, whereby the grantor for the consideration of \$2,000 has granted to the United States all his right, and so forth, as above stated. How many men have you at Fort Egbert?

General HUMPHREY. Two companies of the Third Infantry. This deed is in the nature of an option on the land and is in escrow.

The CHAIRMAN. Are they stationed there all the year around?

General HUMPHREY. Yes, sir.

The CHAIRMAN. Has the Government any land there now?

General HUMPHREY. It has the reservation.

The CHAIRMAN. How are these two companies of infantry quartered there?

General HUMPHREY. They are in log and frame buildings.

The CHAIRMAN. Owned by the Government?

General HUMPHREY. Yes; it is a regular post.

The CHAIRMAN. What is the size of the reservation?

General HUMPHREY. About two by three miles. It is a very large reservation. It has been added to recently.

The CHAIRMAN. In your note you say that "the Johansen tract is so located that it cuts out a considerable tract required by the United States to render adjoining parts of the reservation useful for military purposes, as it juts out into some of the most suitable land in the reservation, and the sawmill property is also required for the use of the post."

General HUMPHREY. Yes.

The CHAIRMAN. What use have you for the sawmill property?

General HUMPHREY. They cut their timber largely and saw it. It is cheaper than to ship it.

The CHAIRMAN. Could not the Government buy the lumber already manufactured?

General HUMPHREY. There is nobody in Alaska to manufacture it and the timber is on public lands.

The CHAIRMAN. There is a sawmill property there?

General HUMPHREY. Yes; we bought a sawmill recently for Fort Egbert.

The CHAIRMAN. You bought one?

General HUMPHREY. Yes.

#### FORT MISSOULA, MONT.

The CHAIRMAN. Have you considered House bill No. 11650 with reference to Fort Missoula, Mont., to appropriate \$100,000 for new barracks there?

General HUMPHREY. There is an intention of abandoning that on the part of the Secretary of War.

The CHAIRMAN. It is his intention to abandon it?

General HUMPHREY. Yes; so I understand.

The CHAIRMAN. Then the Department does not recommend the appropriation?

General HUMPHREY. I should say so, and yet I do not feel that I should answer that definitely. My information is from the Secretary.

The CHAIRMAN. These are matters that we will have to dispose of, and I thought perhaps you were familiar with the situation, and therefore in a position to give us some information.

PRESIDIO MILITARY RESERVATION, SAN FRANCISCO, CAL.

The CHAIRMAN. The next item is on page 233, "Presidio Military Reservation, San Francisco, California: For continuing the improvement of the grounds," \$15,000. That is your estimate for the next fiscal year. Your current appropriation is \$7,500.

General HUMPHREY. Yes; that is to continue the work of beautifying the reservation, planting trees, and so forth. It has been carried on for several years.

The CHAIRMAN. Will you expend all the appropriation this fiscal year?

General HUMPHREY. Yes, sir; that is done under the orders of the Commanding General of that department.

The CHAIRMAN. Will the necessity for doing a great deal of other work, incidental to the recent disaster there, interfere with your going on with this work during the coming fiscal year?

General HUMPHREY. No, sir. This is simply improving the grounds of the reservation.

Mr. SMITH. It has to be done with civil labor, has it not, General?

General HUMPHREY. Yes.

Mr. SMITH. Everything out there will be pretty near doubled in price over what it would be in an ordinary year?

General HUMPHREY. Yes.

The CHAIRMAN. If this item were not carried in this bill, could it not be paid out of some item in the army appropriation bill?

General HUMPHREY. We could do it, but we are quite closely run in those appropriations. A few years ago an appropriation was made for this purpose, and it has been continued since. I think likely we would not do it if we had to pay for it out of the regular appropriations. It is a matter that is not absolutely necessary. Of course it adds to the beauty of the reservation.

The CHAIRMAN. I thought that in view of the great demand for labor out there in the next fiscal year it might be advisable from that fact, and from the fact that other people will need all the labor they can get, not to go on with this unless it is absolutely necessary.

General HUMPHREY. It is not absolutely necessary.

FORT ETHAN ALLEN, VT.

(See also page 940.)

The CHAIRMAN. The next item is on page 234, for land for drill ground, Fort Ethan Allen, Vt.

General HUMPHREY. That is a large post—headquarters, twelve troops of cavalry, and two light batteries. I really think they need the ground for drill purposes.

The CHAIRMAN. Why have you not used the ground that was purchased for that purpose at the post adjoining there? What is the name of that?

General HUMPHREY. Plattsburg?

The CHAIRMAN. No.



General HUMPHREY. This is a Vermont post.

The CHAIRMAN. Is Portsmouth, N. H., near there?

General HUMPHREY. No; this is near Burlington, Vt. This is a post for cavalry and artillery.

The CHAIRMAN. How much land have you there now?

General HUMPHREY. 761.08 acres. I will send you a volume that I compiled regarding military reservations.

The CHAIRMAN. How many men are stationed at that post?

General HUMPHREY. The headquarters and twelve troops of cavalry and two light batteries—1,000 men or a little more than that.

The CHAIRMAN. What price is it proposed to purchase this land for per acre?

Mr. TAYLOR. Seventy-three acres at \$25,000.

Mr. SULLIVAN. That is about \$300.

The CHAIRMAN. What kind of land is this, General? Do you know?

General HUMPHREY. No, sir; I never saw it.

The CHAIRMAN. Does the State of Vermont own the land, or is it owned by private individuals?

General HUMPHREY. Part of the land is owned by the State.

Mr. TAYLOR. There are other lands not owned by the State.

Mr. SMITH. That is over \$340 an acre.

General HUMPHREY. There are houses on the land.

The CHAIRMAN. There are 12 houses on the land.

Mr. TAYLOR. On the 36-acre tract?

General HUMPHREY. Yes.

The CHAIRMAN. Do you know anything about the character of these houses, and their approximate value?

General HUMPHREY. No; nothing further than we get from correspondence.

The CHAIRMAN. What do you estimate the houses and improvements on the land to be worth?

General HUMPHREY. I should have to look at the papers, Mr. Tawney.

Mr. SMITH. Do you recollect how much of this value was assigned to the 43 acres belonging to the State, and how much to land belonging to private individuals?

General HUMPHREY. I can not say as to that.

Mr. SMITH. There are no houses on the State ground?

General HUMPHREY. No, sir.

Mr. SMITH. It would probably give us a fairer idea of the price they were charging if we had the amount of the State's ground alone.

Mr. COURTS. I think it was \$19,000 which they asked last year for the State ground. Last year they estimated only for that portion which belonged to the State, and then they subsequently came in with an estimate for additional land. The original estimate was \$19,000.

Mr. SMITH. That is over \$400 an acre.

The CHAIRMAN. How near the city of Burlington is this land located?

Colonel RUHLEN. Three miles. The city of Burlington is about 3 miles from the reservation.

The CHAIRMAN. Are you now crowded for room there?

General HUMPHREY. We have got along without it for years. It would be better to have it, but it is not an absolute necessity at this time.

The CHAIRMAN. If it were a question of getting along without it for another year or creating a deficiency, you would say you could get along without it?

General HUMPHREY. Yes. It has been a large cavalry post for some years. It came up through Senator Proctor. I first understood that the State property was to be turned over free, and then it afterwards developed that there was money wanted for it.

I forget whether it was in the estimate last year or not. We have got along for years without it, and we can for the present get along without it.

#### ARMY BUILDING, NEW YORK CITY, N. Y.

The CHAIRMAN. There is a document here concerning the army building in New York.

General HUMPHREY. That ought to be done if there are plenty of funds, but I would not recommend that this year. There is not sufficient room, however, in the building for all necessary purposes. It would be better if there were two stories added to it.

#### FORT GETTY, R. I.

(See also p. 940).

The CHAIRMAN. The next item in the bill is for additional land at Fort Getty, R. I., \$11,000.

General HUMPHREY. That is to be a one-company post, seacoast artillery, and we require land for site for necessary building.

#### FORT SILL, OKLA.

The CHAIRMAN. The next is a supplemental estimate in House document 308, for the enlargement of the military reservation at Fort Sill, \$129,000.

Mr. SMITH. It reads:

##### Enlargement of Fort Sill Military Reservation—

For the acquisition by purchase or condemnation proceedings of about 45,600 acres of land adjoining the Fort Sill Military Reservation and the Wichita Forest Reserve, with a view to providing a great reservation where large bodies of troops could be assembled and encamped at any season of the year for organization and preparation for war, or for maneuvers and other training in time of peace (submitted) ..... \$129,000

The CHAIRMAN. Does it run down into Texas?

General HUMPHREY. No, sir.

The CHAIRMAN. The Secretary of War spoke to me about the enlargement of some reservation down there, and there was some peculiar situation that made it necessary to obtain it this year.

Mr. TAYLOR. Your statement there, General, is a very interesting document.

General HUMPHREY. Yes, I recognize it. It is the recommendation of a board.

Mr. TAYLOR. It goes quite into detail, General, and it is a very interesting document.

The CHAIRMAN. How many men have you there now at Fort Sill?

General HUMPHREY. There are four troops of the Thirteenth Cavalry.

Mr. SMITH. It is for artillery maneuvers?

General HUMPHREY. That is the intention. They would like all the light artillery in the Army assembled there.

The CHAIRMAN. Not permanently?

General HUMPHREY. Yes; that is what they would like.

The CHAIRMAN. You have sufficient land there to accommodate all the soldiers you have there now, have you not?

General HUMPHREY. Yes; it is a very large reservation.

The CHAIRMAN. Can you give us approximately the size of it?

General HUMPHREY. The reservation extends 4 miles from north to south and 9 miles from east to west, embracing 36 square miles. I will send you our volume on reservations for the use of the committee. [Laughter.] It is a very large reservation; that and also Fort Reno, Okla.

Mr. SMITH. Is such a thing known in Europe, General, as reservations like those?

General HUMPHREY. No, sir.

Mr. SMITH. Would it be dreamed of to establish a military reservation of 390 square miles anywhere on earth outside the United States?

General HUMPHREY. Hardly; but foreign countries have usually more liberty in the use of private property for military purposes than we do.

#### FORT WRIGHT, WASH.

The CHAIRMAN. The next is House Document No. 427, a supplemental estimate, for enlarging Fort Wright Military Reservation, \$8,000.

General HUMPHREY. That is Fort Wright, Wash.

The CHAIRMAN. Fort Wright, Wash. It is reported upon by Capt. E. A. Shuttleworth, quartermaster, U. S. Army, under date of November 11, 1905. Do you know anything personally about this proposition?

General HUMPHREY. No, sir.

The CHAIRMAN. What have you to say, General, as to the necessity for enlarging this post; do you know anything about it personally?

General HUMPHREY. No, I do not.

The CHAIRMAN. How many men are there stationed at Fort Wright from the reservation?

General HUMPHREY. Four company posts at present. There will be eight companies when finished.

The CHAIRMAN. Intended as an eight-company post, is it?

General HUMPHREY. Yes, sir; there are four companies there at present.

The CHAIRMAN. How much land is ordinarily required to accommodate conveniently an eight-company post?

General HUMPHREY. Just for the post itself?

The CHAIRMAN. Well, I mean for all purposes in connection with the men who are stationed there, the buildings and other purposes.

General HUMPHREY. Just for the post itself 60 acres would do.

The CHAIRMAN. You don't know what the size of this post is at present?

General HUMPHREY. I don't know the size of the reservation, no; it is a large reservation, though.

## FORT SCREVEN, GA.

The CHAIRMAN. You have also submitted House Document No. 654, a supplemental estimate of \$50,000 for the construction of about 4,000 feet of sea wall along the front of the reservation at Fort Screven, Ga.

General HUMPHREY. That ought to be done.

The CHAIRMAN. What is the condition of the sea wall there now?

General HUMPHREY. They have none, but the ground—the earth—is wearing away by erosion.

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MONDAY, *May 7, 1906.*

## MILITARY POSTS—Continued.

**STATEMENT OF BRIG. GEN. CHARLES F. HUMPHREY, QUARTERMASTER-GENERAL, U. S. ARMY, ACCOMPANIED BY LIEUT. COL. GEORGE RUHLEN, ASSISTANT QUARTERMASTER-GENERAL, U. S. ARMY.**

General HUMPHREY. With reference to these estimates for the purchase of land, would you be willing to let me go over first those contained in the Book of Estimates that I think are really necessary and tell you why I think so?

The CHAIRMAN. Yes; and then eliminate those you think are not necessary.

General HUMPHREY. Those we think are really necessary amount to \$841,000.

## FORT ETHAN ALLEN, VT.

Now as to land for a drill ground at Fort Ethan Allen, \$25,000, as I said the other day, we can get along without it, but we would like to have it.

The CHAIRMAN. Make your statement in regard to that, if you please.

General HUMPHREY. I would recommend that we take that land. I think it would be well to have it. Here is a map of it [submitting same].

The CHAIRMAN. Forty-three acres belong to the State of Vermont?

General HUMPHREY. Yes.

## FORT GETTY, R. I.

The next is additional land at Fort Getty, R. I., on Narragansett Bay. Fort Getty is a coast artillery station. The reservation there contains about 31 acres and is so much taken up with fortifications that there is not sufficient ground left for building sites. It is proposed to buy a strip of ground about 200 feet wide, containing about four and one-quarter acres, to make room for necessary buildings, at a cost of \$11,000 for the land, for sites for quarters for the garrison. We require that for the officers and men who man the guns.

The CHAIRMAN. How many men have you there?

General HUMPHREY. It is to be a one-company Coast Artillery post.

The CHAIRMAN. How many acres do you say you desire to buy?

General HUMPHREY. Four and one-quarter acres.

The CHAIRMAN. What are the elements that enter into the cost of this land at Fort Getty that justify you in recommending an appropriation of \$11,000?

General HUMPHREY. It has been examined into by a board. It is very difficult, Mr. Chairman, to get land at some places. It is a fight now whether we will protect our harbors by fortifications or let the people who have villas there carry the day. They have beaten us out at Portsmouth so far. There is great objection, where our fortifications are in the vicinity of summer residences, to allowing us to purchase land for garrisons necessary to care for the armament, etc.

The CHAIRMAN. How much have you there now—31 acres?

Mr. SMITH. The land is estimated at \$2,600 an acre.

The CHAIRMAN. Is this land worth that for building purposes?

General HUMPHREY. I do not know; but we will have that to secure it.

The CHAIRMAN. You do not know anything about the commercial value of the land?

General HUMPHREY. No, sir.

The CHAIRMAN. You have simply accepted the recommendation of the board?

General HUMPHREY. Yes; the recommendation of the board that examined it.

Mr. SMITH. I would like to know how near this fort is to a city.

General HUMPHREY. There is a village there; there is no city.

Colonel RUHLEN. It is a part of the defensive system of Narragansett Bay.

Mr. SMITH. What is the nearest city?

Colonel RUHLEN. Newport is in the immediate vicinity.

Mr. SMITH. How far away?

Colonel RUHLEN. Fifteen or twenty miles.

Mr. SMITH. Not near enough to particularly raise the value of this land?

Colonel RUHLEN. I do not know as to that, but it is in the region of summer resorts. That whole Narragansett region is full of summer resorts.

General HUMPHREY. I think they have all raised the price.

Mr. SMITH. What did you pay for the land you have there now, per acre, at the time you bought it?

General HUMPHREY. The land for the fortification was bought several years ago.

Mr. SMITH. An idea of the price of the land you bought there is what we would like. General, what is the reason that in so many of these cases the Government buys too little land at first and then raises the price of the surrounding land by establishing the fortifications and posts?

General HUMPHREY. I hardly know. First the engineers have bought for fortifications, and then we come along afterwards and buy land for barracks and quarters. I think it was last year that the opinion was expressed in Congress that enough land should be bought at one time for fortification and garrison purposes. This was bought some years ago, when it was thought that less land would answer. Fortifications and armaments did not require so much land then as

now, and more fortifications have been built, and we require more land.

Colonel RUHLEN. It was bought in 1900.

General HUMPHREY. They have taken advantage of that fact.

Mr. SMITH. That does not affect condemnation proceedings. It was only five years ago, Mr. Chairman, that this land was bought.

General HUMPHREY. It was bought by the engineers.

Mr. TAYLOR. What is that reservation?

Mr. SMITH. This is Fort Getty, and they are asking nearly \$2.00 an acre for additional land, and it was bought only six years ago—in 1900. So far as I am concerned, it would depend very much on whether this is pretty close to the condemnation price as to whether I am in favor of it or not.

General HUMPHREY. It would probably cost as much condemned.

Mr. TAYLOR. I would say I would rather get it cheaper. I am inclined to think, with you, that the condemnation nowadays would bring it up about to the same price, because there is a combination between the owners of property anyhow, and they would put up the price to suit their interests if condemnation proceedings were had.

General HUMPHREY. We should have a garrison at Fort Stark, and yet those owning handsome residences are opposed to our getting land there.

#### FORT GREBLE, R. I.

The CHAIRMAN. The next item is land to provide a water supply at Fort Greble, R. I.

General HUMPHREY. This land in question is a tract of 17½ acres near Saunderstown, across the channel from Fort Greble. It contains springs from which it is possible to procure a water supply for the fort. The water can be carried over in submarine pipes. The water supply is now supplied at large cost by carrying water in boats from the mainland. One hundred thousand dollars is estimated for that.

Colonel RUHLEN. There are 24½ acres.

Mr. SMITH. Have you any figures as to what this expense of hauling water by boat is now?

General HUMPHREY. It is enormous. I can give it to you.

Colonel RUHLEN. It has averaged \$3,500 a month to supply the troops with water. It costs more to supply the water there than the rations.

Mr. SULLIVAN. How many companies are in that post?

General HUMPHREY. Two companies of coast artillery.

Mr. SULLIVAN. Why do you not remove your post to somewhere where you will not have to expend \$100,000 for water?

General HUMPHREY. The fortification was placed on this island for protective purposes.

Mr. SULLIVAN. Where is it?

General HUMPHREY. Below Newport, Narragansett Bay. Fort Getty is on Dutch Island.

The CHAIRMAN. Are these springs now used to supply water to anybody or to any institution?

Colonel RUHLEN. No, sir.

General HUMPHREY. Not so far as I know.

The CHAIRMAN. The water is not used?

General HUMPHREY. No, sir.

The CHAIRMAN. How far are these springs from the post?

General HUMPHREY. I suppose a mile across the western passage.

The CHAIRMAN. You would have to continue hauling water from the springs to the post?

General HUMPHREY. If this land were purchased we would carry it over by submarine pipes.

Mr. SMITH. Is there any estimate on the cost of the construction of waterworks necessary across this channel?

General HUMPHREY. No, sir; that would come under army transportation.

Mr. SMITH. How can we tell whether we want to give this money until we know what the aggregate cost of the enterprise would be, even if it is carried partly under another appropriation?

General HUMPHREY. We can give you that if you like.

Mr. SMITH. Is it possible to supply water there by artesian methods?

General HUMPHREY. No, sir. There are many points on that coast where we can not get potable water.

Mr. SMITH. Has it ever been tried there by artesian methods?

General HUMPHREY. Yes; a well was sunk 800 feet, only salt water was obtained, and the well was abandoned. It is the opinion of the Geological Survey that we can not get water there by artesian wells.

The CHAIRMAN. What is there besides the springs on this land that makes it so valuable?

General HUMPHREY. I can not say. That has been investigated by a board and reported favorably upon.

The CHAIRMAN. Who constituted the board that made the investigation?

General HUMPHREY. That will have to be looked up.

Mr. SULLIVAN. What do you estimate it will cost to establish the pipe line after the appropriation is made?

General HUMPHREY. A pipe line, pumping stations, tanks, etc., would cost about \$60,000.

Mr. SMITH. And everything pertaining to the installation of the plant. I suppose you would have to pump the water over?

General HUMPHREY. Yes; it would require a pump. The water would be carried to the post and into an elevated tank.

Mr. TAYLOR. What sort of water supply did you have there when the post was first established?

General HUMPHREY. We carried water in a boat. It is undoubtedly a necessary place for fortification. These matters are decided by a competent board.

The CHAIRMAN. When was this established?

Colonel RUHLEN. It dates back to 1864.

Mr. TAYLOR. What did they do for water in 1864; do you know, General?

Colonel RUHLEN. The present post was established in 1900.

General HUMPHREY. No; I do not know what they did for water in 1864.

Colonel RUHLEN. It was occupied at first in 1863 and 1864 by Rhode Island troops in temporary buildings.

FORT HAMILTON, N. Y.

The CHAIRMAN. We will go on to the next item if there are no further questions on this. The next is additional land for Fort Hamilton,

New York Harbor: "For the purchase of about 45 acres of land adjoining Fort Hamilton, New York Harbor, required upon which to begin the reconstruction of that post, \$250,000."

General HUMPHREY. I do not think that is absolutely necessary at this time if economy in appropriations is necessary. Of course it would make a much more conveniently arranged and roomy post.

FORT H. G. WRIGHT, N. Y.

The CHAIRMAN. The next item is "Land for the extension of Fort H. G. Wright, N. Y.: For the purchase of about 50 acres of land adjoining the military reservation of Fort H. G. Wright, N. Y., and required for the extension of that post, and for the location thereon of the buildings necessary for the accommodation of the garrison, \$175,000."

General HUMPHREY. That item I have cut from this list after a consultation with General Mackenzie, Chief of Engineers.

FORT M'INTOSH, TEX.

The CHAIRMAN. The next item is "Target range, Fort McIntosh, Tex.: For the purchase of about 40 acres of land near Laredo, Tex., now rented and used by the United States as a target range, \$3,000."

General HUMPHREY. Yes; I would recommend that.

The CHAIRMAN. That is the only land that the Government has down there that is available for that purpose?

General HUMPHREY. Yes, sir.

The CHAIRMAN. And you rent that?

General HUMPHREY. We are renting it.

The CHAIRMAN. What rent do you pay?

General HUMPHREY. The rent is small.

Mr. SULLIVAN. \$175 a year.

FORT MONROE, VA.

The CHAIRMAN. The next is for additional land at Fort Monroe, Va.: "For the cost of land heretofore selected to be purchased adjacent to the military reservation at Fort Monroe, Va., at the Attorney-General's estimate of the value of the land, \$47,650."

General HUMPHREY. That land ought to be acquired for purposes of base lines, possibly for gun emplacements. It contains material that can be used in the construction of batteries, etc. Modern artillery requires long base lines.

Mr. SULLIVAN. I see we are invited to guess on the quantity of land there.

The CHAIRMAN. There are 2,100 feet front in one tract and 270 feet in another tract, running back I do not know how far, but pretty far, to Mill Creek. It seems it is a narrow strip that lies between Mill Creek and Chesapeake Bay.

Mr. SMITH. Outside the emplacements of the batteries?

Colonel RUHLEN. Yes, as they are now.

Mr. SMITH. You would not build barracks and quarters outside the lines?

General HUMPHREY. No; it is for base lines; triangulation.



Mr. SMITH. Do they want land in front of the emplacements for the purpose of their range finders?

General HUMPHREY. They are in front and to the right or left. One end should be near the gun and the other end should be at a distant point to the right or left of it. It is to secure accurate fire.

Mr. SMITH. I supposed it was land to the right or left of the battery and not in front of the battery.

General HUMPHREY. This is what you might call land east of the battery.

The CHAIRMAN. 4,800 feet parallel with the shore line of Chesapeake Bay.

General HUMPHREY. This land has been condemned by the court.

The CHAIRMAN. It has been?

General HUMPHREY. Yes, sir.

The CHAIRMAN. On suit instituted by the Government?

General HUMPHREY. Yes.

The CHAIRMAN. What is the assessed value of the land in that condemnation proceeding?

General HUMPHREY. \$27,250. The \$400 additional is for attendant expenses. The owners were opposed to selling, so that it had to go into the courts.

The CHAIRMAN. Who is J. R. Maginnis?

General HUMPHREY. He is a retired officer of the Army, and objected very naturally to parting with his property.

The CHAIRMAN. This report goes on to say that the board is unable to learn the price at which the owner holds the property, etc.

Mr. SMITH. This is intended hereafter to be a second line of defense, is it not, General?

General HUMPHREY. I should not say so; it is for base lines.

Mr. SMITH. Is not the main defense under the Taft Board to be at Cape Henry?

General HUMPHREY. I could not say as to that.

Mr. SMITH. Have you never seen the Taft Board report on seacoast fortifications?

General HUMPHREY. No, sir. I have nothing to do with that. The real point here is to have a base line all on our own ground for triangulation, to fix the place of vessels, of the enemy's vessels, accurately.

Mr. SMITH. What is the necessity of having a base line entirely upon our ground?

General HUMPHREY. Owners might prohibit our crossing their property.

Mr. SMITH. Would they not allow us, at a nominal figure, to have the right of laying a conduit on this ground? That would be just as effective, would it not, as the ownership of it?

General HUMPHREY. I would not dare say, but artillerymen have to reach the farther end of the base line.

Mr. SMITH. You are familiar, are you not, with the range-finder system, which consists of stringing wires and laying conduits from the battery proper to remote points for the purpose of triangulation?

General HUMPHREY. Yes.

Mr. SMITH. Is it not just as effective for the Government if it owns the grounds for this station proper and has the right or an easement over the land as it would be to have the station and a strip of land half a mile in each direction?

General HUMPHREY. I presume so, but the military could not get to that point without going over private property. This is not a thing, you know, that immediately concerns my department. It is required by the artillery for accurate large gun practice.

FORT OGLETHORPE, GA.

The CHAIRMAN. The next item is Fort Oglethorpe, Ga.: "For the purchase of a tract of land near the new army post in Chickamauga Park, Georgia, known as the Catoosa Springs tract, about 1,205 acres, for a target range, \$20,000."

General HUMPHREY. Yes; that is a regimental post of 12 troops of cavalry.

The CHAIRMAN. Have you a target range there now?

General HUMPHREY. No. That post is really in Chickamauga Park. We have ground enough only for the post.

Colonel RUHLEN. It is about 18 miles from the post.

General HUMPHREY. That is land we are renting, and have been for several years.

Colonel RUHLEN. I have an outline map of the land here [producing the same].

The CHAIRMAN. Do you regard this as one of the essential items?

General HUMPHREY. Yes, sir.

The CHAIRMAN. How many men are there at this fort?

General HUMPHREY. About 850 men in all.

The CHAIRMAN. You have 850 men in all?

General HUMPHREY. That would cover it, certainly—employees, hospital corps men, and all.

The CHAIRMAN. You are renting this land now?

General HUMPHREY. Yes, sir.

The CHAIRMAN. What rent are you paying?

General HUMPHREY. I should say about \$1,360 a year, as I remember.

Colonel RUHLEN. The difficulty about renting it is that these people will not rent it longer. They want to dispose of it.

Mr. SMITH. Why is it necessary at some places to have 5,000 acres for a rifle range and at other places only 1,000 acres?

General HUMPHREY. Is there any place where we have asked for only 1,000 acres?

Mr. SMITH. You have asked for 1,200 acres at Fort Oglethorpe.

General HUMPHREY. It is probable that with the way the land lies that will be sufficient for a range, but I can not explain beyond that.

Mr. SMITH. How long a tract should it be for a rifle range with modern rifles?

General HUMPHREY. They are dangerous at 2 miles; a mile and a half certainly. Animals have been killed there. I am not sure what the exact range is. But we have had a great deal of trouble there.

Mr. SMITH. Do you fence these rifle ranges?

General HUMPHREY. Oh, yes; we do. We do when they belong to us.

Mr. SMITH. What sort of fence do you put around them, General?

General HUMPHREY. We usually put up a wire fence.

The CHAIRMAN. Is this land leased at Fort Oglethorpe for the next year?

General HUMPHREY. I think it is. I should say yes.

The CHAIRMAN. Then, thus far the Government has not failed to get the land by lease?

General HUMPHREY. No, sir.

FORT SHERIDAN, ILL.

The CHAIRMAN. Now, the next is the item for land for target range at Fort Sheridan, Ill.: "For the purchase of five thousand four hundred acres of land, more or less, near Juneau, Wisconsin, adjacent to the State encampment grounds at Camp Douglas, as a site for a target range for infantry and light artillery for the garrison at Fort Sheridan, Illinois, two hundred thousand dollars."

General HUMPHREY. Yes; the troops from Sheridan, Snelling, Fort Wayne, Des Moines, etc., could use that range.

The CHAIRMAN. The artillery range is used by all the forts tributary to Fort Sheridan?

General HUMPHREY. Yes, sir; by the forts mentioned above.

Mr. TAYLOR. Is that range necessary?

General HUMPHREY. You know, my dear sir, there are some questions really I ought not to be required to answer. These matters come to us. A board is appointed for the purpose of taking such matters into consideration. The report of the board finally reaches the Secretary of War, and, if approved by him, it then comes to my office for an estimate.

The CHAIRMAN. It is recommended by the Secretary of War and also by the board?

General HUMPHREY. Yes, sir.

The CHAIRMAN. Is there an artillery range in the vicinity of Fort Sheridan or Fort Snelling that could be used?

General HUMPHREY. No, sir. I do not think we have an artillery range in the country, as such.

Mr. SMITH. Is not Fort Sill an artillery range?

General HUMPHREY. There is land enough there; plenty of it. There is no target range there and it is distant from the posts mentioned.

Mr. SMITH. There is a recommendation here to buy a tract 30 miles long, on the theory that that is the ideal place in the country for that purpose.

General HUMPHREY. The idea of the artillery is to have a large post there to accommodate all the light batteries. As a matter of fact, all the light batteries have been placed; for instance, at Forts Riley, Sheridan, Snelling, Sam Houston, and other posts.

The CHAIRMAN. Do you not use Fort Riley for artillery practice?

General HUMPHREY. Yes; we have a fine reservation there.

The CHAIRMAN. The Fort Sill proposition is to fix up the boundary?

General HUMPHREY. Yes; to straighten lines and to have altogether 103,000 acres.

The CHAIRMAN. Is there any danger, do you suppose, that you will have to admit some of these reservations as States? Will they claim admission into the Union after a while as States?

General HUMPHREY. They are large enough—some of them. [Laughter.]

Mr. BROWNLOW. They have sufficient population?

The CHAIRMAN. Yes; as much population as Arizona and New Mexico—

Mr. SULLIVAN. And Nevada.

FORT STARK, N. H.

(See also p. 957.)

The CHAIRMAN. Yes. The next item is on page 237, for additional land at Fort Stark, N. H.: "For the purchase of about ten acres of ground adjoining the reservation of Fort Stark, New Hampshire, upon which to construct barracks and quarters for the accommodation of one or two companies of Coast Artillery, forty thousand dollars."

General HUMPHREY. Those fortifications are for the defense of Portsmouth, N. H. They are on an island in the harbor—Fort Stark at the seaward end of it, Fort Constitution at the inner end.

The CHAIRMAN. The War Department, under authority of Congress, recently purchased some land at Fort Constitution, did it not?

General HUMPHREY. No, sir. The price was high, and to prepare the land for barracks and quarters the cost would have been excessive; and, besides that, the Chief of Artillery was entirely opposed to the purchase of this ground for garrison purposes.

The CHAIRMAN. What is the amount there, Mr. Sullivan?

Mr. SULLIVAN. Seven acres.

General HUMPHREY. We have purchased no land there very recently.

The CHAIRMAN. Mr. Kelley said to us it was less than seven acres. Some gentleman appeared before the committee on this item some time ago and said it had been purchased, and there were a number of cottages on the seven acres that had been purchased, and that these cottages were occupied in the summer time by the officers stationed at that post.

Mr. SMITH. If any was bought, it was before you came into your present office?

General HUMPHREY. There has been none since. There was a good deal of talk about buying from time to time, but no purchase has been made.

The CHAIRMAN. Was this recommended to be purchased by the board?

General HUMPHREY. I don't think any board acted on that. There was an option on land near Fort Stark, at the seaward end of this island.

Mr. TAYLOR. Has that option expired?

General HUMPHREY. No, sir; it expires very soon—some date next month.

Mr. TAYLOR. Somebody bought the option?

General HUMPHREY. Yes; but we can take it back any time before it expires.

Mr. TAYLOR. A year from now, or from what time?

General HUMPHREY. A year from last June.

Mr. TAYLOR. If this was not acted upon now you would not have any option upon that land?

General HUMPHREY. No; it would pass.

Mr. TAYLOR. Is not this a question between the Government, or the War Department, and the owners of cottages?

General HUMPHREY. Yes; they do not want us there at all.

Mr. SULLIVAN. Do you know what the prices are for land near Fort Constitution, which are said in this report to be prohibitive?

General HUMPHREY. I can give you that. It was not only the price of the land originally, but to prepare the land. The general features of the land are ledge and marsh.

Mr. SULLIVAN. The cost of this land proposed to be bought seems to be so exorbitant as to be almost prohibitive. This is nearly \$6,000 an acre.

General HUMPHREY. Yes. There is a fortification there, and the guns are in position. We have thought to establish a central post between Forts Constitution and Stark, with a view to the garrison taking care of both forts, but we were headed off from that.

Mr. SULLIVAN. Now, you have got three forts there? Fort Foster is across the bay?

General HUMPHREY. Fort Foster is on Gerrish Island, on the east side of the bay. We can not get water there. We would have to bring water from a lake, some 20 miles away, or tap the Kittery Navy-Yard pipes, some 7 or 8 miles distant, to which there is objection.

Mr. SULLIVAN. You have Fort Foster and Fort Constitution and Fort Stark for the protection of the city of Portsmouth.

General HUMPHREY. Yes; Fort Foster is a subpost of Fort Constitution. It is in Maine. Fort Constitution is here at the inner end of Newcastle Island and Fort Stark at the outer or seaward face of this island [indicating]. Then, up at the head of the bay is old Fort McClary, with no armament.

Mr. TAYLOR. The objection I have heard about the other was that the troops traversed this space between these two places. It did not impress me.

General HUMPHREY. It means great inconvenience or securing more land. We have not land enough.

Mr. SULLIVAN. As I understand it, they are simply going to put up better barracks for that post. It is not intended to put more men there.

General HUMPHREY. We have recently bought a building there from the Treasury Department for a guard, but there should be a garrison. The objection comes from people in the vicinity who have handsome houses.

Mr. SULLIVAN. In this little town of Newcastle what you propose to do is to take out of it \$40,000 worth of land which now pays taxes. The deprivation of that amount of taxes on \$40,000 is a very serious thing to a little town like Newcastle, with no manufactories there and nothing but the residences of these private individuals; and the permanent local population is composed principally of the mechanics who work there. You will not have any town there after a while.

General HUMPHREY. Well, that is so to some extent. Regarding Fort Constitution, there is no doubt but we can buy land there, and a guard we can continue to send from Fort Constitution to Fort Stark, providing there is no objection made to its passing over a road a part of which is privately owned.

Mr. SULLIVAN. Who is the officer in charge of Fort Stark now?

General HUMPHREY. The commanding officer is at Fort Constitution. Fort Stark is necessarily a subpost, as we have not ground for a garrison there.

Mr. SULLIVAN. I understand there is a division of opinion among the officers stationed there as to the desirability of buying this land near Fort Stark. Were you so informed, Colonel?

Colonel RUHLEN. No, sir.

Mr. SULLIVAN. Were you, General?

General HUMPHREY. No, sir. It would be altogether more pleasant for them to be garrisoned at Fort Constitution, I presume.

Mr. SULLIVAN. General, is it possible to find out whether that option can be extended for a year?

General HUMPHREY. I do not think it can be. The land belonged to a Mr. Lawrence, and he became restive when we did not buy it. We were prevented from making the purchase because of protests received from citizens of Newcastle. The option was turned over to Mr. Niles, who is interested in keeping us out of there.

The CHAIRMAN. Mr. Niles has bought the Lawrence property, with the option on the other tract?

General HUMPHREY. With the option we had. We turned it over to him, but we were to get it back within a year if Congress appropriated money for the purchase.

#### LAND FOR TARGET RANGE, AMERICAN LAKE, WASHINGTON.

The CHAIRMAN. The next item is for land for target range, American Lake, Washington; for the purchase of a tract of land of about 3,000 acres at American Lake, near Tacoma, Wash., for a target range, \$30,000. How far is this from Portland?

General HUMPHREY. This range is back of Tacoma, about 150 miles from Portland.

The CHAIRMAN. Where are the troops that would use this range?

General HUMPHREY. Vancouver Barracks, Forts Lawton, Wright, Flagler, Casey, Worden, and Walla Walla; all, if needs be.

The CHAIRMAN. Don't you think that we could secure land in the vicinity of Portland, where the expense of transportation would be very much less?

General HUMPHREY. We have in hand now the contemplated purchase, or renting incident to purchase, of a range for small arms in the vicinity of Vancouver Barracks. I take it this land near American Lake is where the encampment was, where the maneuvers took place two years ago.

#### FORT WETHERILL, R. I.

The CHAIRMAN. The next item is for site for barracks and quarters. Fort Wetherill, R. I.; for the purchase of 12.6 acres of land adjacent to the northwestern part of the present reservation of Fort Wetherill, in order to admit of a better development of a post plan than is now practicable, \$75,600.

General HUMPHREY. That is another place where, without the purchase of additional land, the quarters and barracks would be too near the batteries.

The CHAIRMAN. In the judgment of the Department, what is the proper distance between the barracks and the batteries?

General HUMPHREY. I would say from two to three hundred yards. We have had considerable repairing to our new buildings because of the shock in heavy gun firing.

The CHAIRMAN. Are these batteries located so far back from the line that you can not get your barracks back of them at a proper distance on the land now owned by the Government?

General HUMPHREY. Yes, sir. The batteries have been built and guns emplaced; the reservation is not large enough for the batteries and the buildings.

The CHAIRMAN. That reservation consists of 47 acres. I see that the front of some buildings occupied by the officers, and two of the proposed barracks at this fort are only about 30 feet from the public street or highway.

Colonel RUHLEN. That is the way it is laid out.

General HUMPHREY. We have not gone on with construction because of the lack of land. It would be better to get this land.

The CHAIRMAN. Do you know what system the board followed in ascertaining the price at which this land could be purchased? How did they arrive at the price?

General HUMPHREY. I should say by investigation.

The CHAIRMAN. Have they received proposals for sale at this price?

General HUMPHREY. I should say they had received offers, but I would not say conclusively regarding that.

Colonel RUHLEN. It is largely based upon the cost of the land that had been heretofore purchased.

General HUMPHREY. I think they took into consideration also what the land would cost if condemned.

The CHAIRMAN. How many men are stationed at this fort?

General HUMPHREY. There will be two companies of seacoast artillery.

The CHAIRMAN. How many constitute a company of seacoast artillery?

General HUMPHREY. About 110 men.

The CHAIRMAN. Are there that many there now, or is it contemplated there will be that many there when this post is completed?

General HUMPHREY. It is intended when the post is constructed that it will be a two-company post.

The CHAIRMAN. How many are there at the present time?

Colonel RUHLEN. A detachment of 20 men in a temporary building as a guard over the guns.

General HUMPHREY. That I will really recommend. I think it is necessary if we are going to build quarters there for two batteries.

#### WHIPPLE BARRACKS, ARIZ.

General HUMPHREY. I have a paper here which explains the estimate for Whipple Barracks, Ariz., and I will hand it to you.

The CHAIRMAN. I will read it to the committee, and it may be put in the record.

*Whipple Barracks, Ariz.*—An inspection report of Lieut. Col. Frank West, Fifth Cavalry, made March 21 and 22, 1904, calls attention to the fact that "there is no drill ground or practicable place for a drill ground on the military reservation at Whipple Barracks owing to the mountainous formation of the ground. A small piece of ground belonging to a citizen is used. This seems to be the only piece of

ground near the post that is smooth enough for a drill ground. It is urgently recommended that this piece of ground be purchased at once, for the reason that the ground is needed and can be bought for much less now than in the future."

The purchase is recommended by Major-General Sumner, commanding Southwestern Division. The land is now used by courtesy of the owner as a drill ground. The price, \$9,000, is considered reasonable.

The tract which it is proposed to purchase embraces about 106 acres. It lies south of the western part of the present reservation, in front of and close to the officers' quarters.

July 9, 1904, submitted by Quartermaster-General to General Staff for instructions.

July 13, 1904, returned by Military Secretary, by direction of the Chief of Staff, "with instructions to include the purchase of this land at approximately \$9,000 in the estimates for the next fiscal year."

The CHAIRMAN. I see that you also say in your item: "For sites for buildings." You have all the ground that is necessary for the buildings there, have you not?

General HUMPHREY. As the post is laid out now they have four companies of infantry; yes.

The CHAIRMAN. And you are building buildings?

General HUMPHREY. Completing it.

The CHAIRMAN. You do not want sites for any more buildings, do you? This land does not lie within the reservation at all, does it? It is down toward the railroad, is it not?

General HUMPHREY. No reference to building sites should be there at all. The sites for all the buildings have been selected for a four-company post.

The CHAIRMAN. You are not paying any rent at all for this land?

General HUMPHREY. No.

#### FORT WORDEN, WASH.

The CHAIRMAN. The next item is for the purchase of about 111 acres of land adjoining Fort Worden, Wash., to secure for that post ground suitable for garden purposes and target range, and for a cemetery ground fort Fort Worden, Flagler, and Casey, \$25,000.

Colonel RUHLEN. We haven't succeeded in getting any map of that, but it is one of the cases where we have received instructions from the Chief of Staff to submit an estimate.

The CHAIRMAN. How near the town or city does this land lie?

General HUMPHREY. Port Townsend is the nearest point; that is a short distance.

The CHAIRMAN. Is that near Fort Worden?

General HUMPHREY. Yes, sir; not far. I should say 2 or 3 miles away.

The CHAIRMAN. What is this land good for that the Department estimates that it will have to pay \$200 an acre for—what is the character of the land? Is it agricultural land?

General HUMPHREY. Yes, sir; I should think so.

The CHAIRMAN. It is away up on Puget Sound near the line, is it not?

General HUMPHREY. It is a pretty good country up there. We have three posts there, Worden, Flagler, and Casey. There is especially one thing that we want this for, and that is for a burial ground.

The CHAIRMAN. How near are these posts to each other?

Colonel RUHLEN. That is an equilateral, about  $4\frac{1}{2}$  miles apart.

General HUMPHREY. They protect the entrance to Puget Sound.

The CHAIRMAN. Have you no target range there now?



General HUMPHREY. No, sir.

The CHAIRMAN. Do you use any land up there under lease for this purpose?

General HUMPHREY. There is none leased.

#### MILITARY POST AT YOKEKA POINT, WASHINGTON.

The CHAIRMAN. The next item is for land for a military post at Yokeka Point, Washington: For Quartermaster's Department share of a tract of land at Yokeka Point, Washington, to be purchased by the Engineer Department, \$2,500.

General HUMPHREY. I have cut that out of my list after consultation with the Chief of Engineers.

#### FORT MOULTRIE, S. C.

The CHAIRMAN. The next is for purchase and repair of wharf at Fort Moultrie, S. C.

General HUMPHREY. We have a wharf there on what we call a slough in rear of the post, and it will cost \$50,000 or \$60,000 to dredge out a channel to it. The wharf we propose to buy is at the end of the island nearest Charleston. There is a road leading to it from the post. There is not water enough at the old wharf to float an ordinary steam launch.

The CHAIRMAN. Have you occasion to use the wharf frequently?

General HUMPHREY. Yes.

The CHAIRMAN. For what purpose?

General HUMPHREY. For various purposes—supplies from the city, etc. There is one boat there, one harbor boat. They keep a guard at Fort Sumter for some reason.

Colonel RUHLEN. In connection with their artillery.

The CHAIRMAN. How many men have you at this fort?

General HUMPHREY. Three companies of coast artillery; it is intended to be a four-company post when buildings now under construction are finished.

Mr. SMITH. Is this on the site of the old Fort Moultrie?

General HUMPHREY. Yes, sir; it is the same post. It has been enlarged and improved greatly.

The CHAIRMAN. And you estimate that you will dredge the old harbor, and the engineers estimate it will cost how much?

General HUMPHREY. Our engineers estimate it will cost \$50,000 to \$60,000, and our desire is to purchase the wharf referred to and avoid the dredging.

#### CLAIMS FOR DAMAGES TO AND LOSS OF PRIVATE PROPERTY.

The CHAIRMAN. The next item is for settlement of claims for damages to and loss of private property in the United States, Cuba, Porto Rico, and the Philippine Islands, while in the use of the Quartermaster's Department, U. S. Army, and for damages incident to army maneuvers and heavy gun firing, \$24,052.68.

General HUMPHREY. Yes; we have estimated for funds to meet these damages.

The CHAIRMAN. Why is it that you can not adjust and pay these claims out of the general appropriation for the Army?

General HUMPHREY. That is contrary to law. There are ways that we could do it with less trouble. For instance, often in the damage to buildings near seacoast fortifications caused by heavy gun firing we could make the repairs with little trouble, but it would not be legal, and it must come in as a claim.

The CHAIRMAN. The amounts are specified in the notes accompanying this item which the Department has merely ascertained is due these people in consequence of this damage?

General HUMPHREY. It was ascertained by a board. Those at West Point., Ky., and near Fort Riley, Kans., were caused by enlisted men during the maneuvers there some two years ago.

Mr. SMITH. On what theory is the Government liable for the results of heavy firing at all?

General HUMPHREY. On the theory that they have damaged private property.

Mr. SMITH. I hardly see any reason why the Government should be liable.

General HUMPHREY. It appears to be so; at the same time when we try to buy those people out their prices are something that can be scarcely entertained. This is quite so with reference to private property near Fort Wadsworth and other points.

The CHAIRMAN. Which preceded, the Government of the United States or the people whose property has been damaged?

General HUMPHREY. In some instances, certainly with reference to seacoast fortifications, we do. We certainly did at Fort Wadsworth, N. Y., and at many other points.

The CHAIRMAN. People buying property adjacent to the Government or military reservations intended to be used for these purposes assume the risk of damage to their property in consequence of the use of the property by the Government of the United States for the purposes for which the Government intended to use it.

General HUMPHREY. That may be true; but since many purchases have been made by private parties we have increased the caliber of our guns enormously.

The CHAIRMAN. And which purpose they knew at the time of the purchase of the property and the erection of their structures.

General HUMPHREY. Yes; in some cases.

Mr. SULLIVAN. I wanted to ask about these contract claims. There are some claims here of private persons—the cases of Carnahan and Brooks, in the Philippines—who, under contract, gave the use of their boats to the Government, with the understanding that if the boats were used outside of a given area the liability was thereby increased, the Government taking upon itself the responsibility for the added dangers in going outside of the prescribed area; and in some cases the Government did go outside of the prescribed area and damage resulted, so it was therefore liable on its contract. And that question of the Government's liability, and also the extent of its liability—that is, the amount of damages under the contract—had been determined by a Government board; and their finding has been certified to you and you have put it in the estimates. My understanding of it is that these claims are such as these private persons could have brought suit in the Court of Claims for recovery if they had established their cases.

General HUMPHREY. Yes; I should say so.

Mr. SULLIVAN. They are to be distinguished generally from man-

claims which are sound and tort, such as damages caused by fire and by collisions in harbors, and claims of that kind? The claims I refer to are contract claims. In your judgment, they are properly included in this bill, are they?

General HUMPHREY. I should say so.

Mr. SULLIVAN. That is what we thought.

General HUMPHREY. Most of those claims are first passed by a board and then by the Judge-Advocate of the Army.

Mr. SMITH. Why not pay them out of the same fund you ask for?

General HUMPHREY. They are claims for unliquidated damages and we can not pay them.

Mr. SMITH. Of course, if it is a claim it can not go on this bill; this bill is no claim bill.

#### FORT MONROE.

Mr. SMITH. Now, under the heading of Fort Monroe, Va., the reservation at Fortress Monroe is occupied by a certain private institution as well as by the Government, and the Government wharf there is used by certain private institutions as well as by the Government, and for many years the expense covered in those items on Fort Monroe have been divided under a provision of the Revised Statutes between the United States and other parties sharing in the benefits of them.

General HUMPHREY. Yes.

Mr. SMITH. Now under the first item you ask an increase this year of a little over \$400, and you also ask some slight change in the language. You insert "and doors" in the text of your estimate.

General HUMPHREY. I think that that should be "repairs to doors."

Mr. SMITH. What is the necessity for the increase, has the old appropriation proven inadequate?

General HUMPHREY. Yes, sir; the repairs have been greater. We are just now, with the end of this fiscal year, going to put some \$20,000 worth of repairs on that wharf. This money that you give is for the yearly maintenance of the wharf.

Mr. SMITH. You have repairs in here.

General HUMPHREY. That is for ordinary repairs day after day or week after week.

Mr. SMITH. Do I understand you that you are spending out of some other fund money for repairs to this wharf that are not shared by the other persons benefited?

General HUMPHREY. Yes, sir; to make general repairs to that wharf we shall soon expend \$20,000—transportation of the Army.

Mr. SMITH. Was the question ever considered by your Department as to whether the people there were liable for half of that repair, or not?

General HUMPHREY. No, sir. I have thought that the steamship companies whose vessels land there ought to pay altogether more than they do.

Mr. SMITH. So that under your interpretation of the law, as I understand you, slight current repairs they are required to share, but extensive repairs they are not required to share.

General HUMPHREY. No, sir; they are not. That comes from the appropriation transportation of the Army as the matter stands now.

Mr. SMITH. If it is covered by that statute they ought to pay half

of it, otherwise not; but it don't make any difference where it comes from.

General HUMPHREY. If we misconstrue that, it is because the board investigating it misconstrued it; and what they did was approved by the Secretary of War.

Mr. SMITH. What kind of a wharf is this?

General HUMPHREY. A steel wharf—steel beams, girders, and rods, and cast-iron piling.

Mr. SMITH. Are the repairs that have cost \$20,000 made necessary by ordinary wear and tear?

General HUMPHREY. Yes; it is largely the steel work rusting.

Mr. SMITH. Is it being replaced with steel or concrete?

General HUMPHREY. We are going to replace largely with cast-iron.

Mr. SMITH. The next item is for repairs and operation of roads, pavements, streets, lights, and general police. You ask an increase of \$300 in that item. Has the appropriation heretofore made been inadequate for that?

General HUMPHREY. We have made it answer, and I should say that it has been. This is based upon a report from Fort Monroe. Probably more repairs are anticipated for next year than were for the current fiscal year.

Mr. SMITH. Have you found that your increase of \$500 a year ago still did not make it adequate?

General HUMPHREY. The estimate is based upon a report from Fort Monroe.

Mr. SMITH. You have no personal knowledge in regard to it?

General HUMPHREY. No.

Mr. SMITH. Do you know what the expenses were there for the year 1905 under this item?

General HUMPHREY. It was \$3,745, which is the same as the total sum estimated for the previous fiscal year. However, the act approved March 3, 1905, for miscellaneous objects in the War Department carried with it for the fiscal year 1906 a total of \$3,445 by items, and a total of \$3,745 in words, and the Treasury warrant is drawn for the smaller amount.

Mr. SMITH. We have no authority to change existing law on that.

General HUMPHREY. I should say that it is certainly fair to them to pay what they now pay; exceedingly fair.

Mr. SMITH. The question that arose in my mind was this: If these estimates were made upon the theory that we were to pay two-thirds and we refused to pay two-thirds, these estimates are not too high. But I suppose these estimates are supposed to cover the total cost by the Government and the people, too?

General HUMPHREY. Yes; of which they pay one-half.

Mr. SMITH. The next item is for coal and wood, waste, oil, and so forth, in the maintenance of the sewer system, and is the same as you received last year.

General HUMPHREY. Yes.

Mr. SMITH. Is this, so far as you know, an item that has to be about the same every year?

General HUMPHREY. Yes; approximately so, for repairs.

The CHAIRMAN. Have you anything further to offer?

General HUMPHREY. Only you wanted to know the balances in the Treasury, and I have a list here which shows them.

[See paper filed with committee.]

THURSDAY, *April 12, 1906.*

PURCHASE OF ADDITIONAL LAND AT FORT STARK,  
NEW HAMPSHIRE.

STATEMENT OF HON. E. L. CURRIER AND HON. C. A. SULLOWAY.

Mr. CURRIER. Mr. Kelley, of Portsmouth, N. H., desires to be heard on the proposition of appropriating \$40,000 to purchase additional land near Fort Stark, Portsmouth Harbor.

Mr. SULLOWAY. This happens to be in the district which I have the honor to represent, and I want to commend Mr. Kelley to you. He lives in that section and knows all about it, and what he says to you will be in accordance with the views of the people down there. I do not need to say anything further, because Mr. Kelley can explain the situation to you a thousand times better than Brother Currier or myself.

STATEMENT OF MR. JOHN KELLEY, OF PORTSMOUTH, N. H.

The CHAIRMAN. The item you wish to be heard on, Mr. Kelley, is that found on page 237, under the title "Additional land at Fort Stark, N. H." You appear in opposition, as I understand, to the granting of the appropriation for this purpose?

Mr. KELLEY. Yes, sir.

The CHAIRMAN. You may proceed.

Mr. KELLEY. I appear for the town of Newcastle, N. H., and for Mr. Niles, one of the residents near by, and I would appear for Mr. Barrett, of Chicago, who owns a very valuable summer estate there. I did represent him last summer, but he is a man who has worked so hard that he is now under guardianship.

Mr. SULLIVAN. Is there a vote of the town?

Mr. KELLEY. Yes, sir. There are four forts guarding the harbor of Portsmouth, largely on account of the naval station, which needs to be guarded. Four years ago the Congress appropriated, at the request of the War Department, \$56,000 to buy between 5 and 6 acres of land adjoining Fort Constitution, which consists of between 4 and 5 acres, making the total amount 11 or 12 acres. There are a good many houses on it, but no improvement has been made since. These houses are rather good summer residences, costing several thousand dollars each.

The CHAIRMAN. Are they occupied by officers?

Mr. KELLEY. Officers and petty officers. They have not been taken away and no barracks have been built. Prior to purchasing these 6 acres they built some cheap barracks on the 5-acre reservation. Those are still there.

The CHAIRMAN. What season of the year are most of the men and officers at Fort Stark?

Mr. KELLEY. In the summer time. Last fall all the officers went away excepting the second lieutenant. There are about 50 men there now. I do not know whether they will come back in the spring and summer or not, but they went away in the fall. This is a beautiful summer district. A year ago the Department recommended to Congress the purchasing of these 7 acres—it is a little less than 7 acres

according to the plans—and they recommended an appropriation of \$40,000 for the purchase of the Lawrence property for barracks. Congress cut that appropriation out. In the meantime the Department had secured an option from the owner, William B. Lawrence for \$40,000, and on that option they asked for the money.

After Congress did not give it to them the Department allotted \$40,000 out of a general fund which you will see amounts to \$1,000,000 or \$1,200,000. They undertook to purchase it in that way under their option, and the delegation from New Hampshire, in response to the vote of the town, came down here and asked them to stop it and they did stop it, but they held on to the option. One argument that the delegation put up was that Congress had passed upon it and cut it out. This year they have asked for the appropriation again.

Finally Mr. Niles, who is a Boston man, said, "If that is the case, I do not want Mr. Lawrence to lose anything because the people down here do not want the Government to own that land, and, while the property is not worth that much, I will take the option over and buy the land if that will end the matter." and he went to Mr. Lawrence and gave him his check for \$40,000, and bought the property in order to end the controversy and get it out of the way. He now owns the property but the Government still has its option, and under it they ask for the \$40,000.

Mr. CURRIER. They have twice the land over at Fort Constitution that they will have if they make the purchase at Fort Stark.

Mr. KELLEY. I have a letter from General Humphrey—I always hate to quote anybody—in which it is stated that if the Lawrence property is purchased, it will not be half enough for the purpose for which the land is desired. Mr. Niles owns the property on one side, and he has an investment there in his summer place of between \$40,000 and \$65,000. Mr. Barrett, of Chicago, is on the other side, and his investment is the largest down there. His investment must amount to \$80,000. His house must have cost him \$40,000. He is a Chicago man. He built there four or five years ago.

Mr. SMITH. What is the complaint of the people of Newcastle?

The CHAIRMAN. What are the objections of the people?

Mr. KELLEY. I will give them to you. The town of Newcastle is on an island of 450 acres. It has no manufacturing industries. It has 6 miles of roads, over which you have to pay tolls. In 1889 the summer residences paid 44 per cent of the entire real-estate tax. In 1900 the total valuation of the whole island was \$261,000, and the summer valuation was \$220,000, or 85 per cent of the whole. It was originally a little fishing village in the old days. In 1904 the total valuation had shrunk from \$261,000 to \$259,000. In 1904 there were only 135 voters in the town. The stocks in trade of every kind in that town are assessed at the value of \$2,100.

Mr. SULLIVAN. Your idea is that the town exists principally as a summer resort, and this fort will diminish the value of the resort?

Mr. KELLEY. Yes. I will speak of that in a moment. The assessed valuation of the land between Fort Stark and Fort Constitution, between here [indicating], where they have taken it, and between the point where they want to take it, is \$166,000.

Mr. TAYLOR. What is the distance?

Mr. KELLEY. A mile and a half. One hundred and sixty-six thou-

sand dollars of the entire \$290,000 worth of property is right in between that point and that point [indicating].

Now, then, the contention of the townspeople is this: If that [indicating] is bought for barracks, that is the shortest distance between the two points. There is a big summer hotel in here [indicating], the Wentworth House.

The men from these places will straggle back and forth, and those summer people will get out in consequence. It was complained of long before that the soldiers at the fort and the servant girls at the hotel destroyed all the flower beds.

Mr. SULLIVAN. Getting drunk, and carousing all around the roads, and walking on the lawns?

Mr. KELLEY. Yes.

Mr. SULLIVAN. I have had experience in seeing that.

Mr. KELLEY. The town has been very unfortunate in its dealings with the Government in this respect.

During the civil war they were reconstructing the old Fort Constitution of granite, as was the fashion then, and in making the town allotment of troops for the civil war they figured into their population all the workmen who were there working on the fort, so that in paying bounties the town to-day has a \$22,000 bonded indebtedness incurred on account of sending men to the front, and it was fixed at that figure because of the large number of workmen who were being paid there temporarily. Those people will never pay it. They simply pay the interest on that bonded indebtedness. They are struggling under it, and the town is practically dead, and the only thing they have got is their summer business.

These summer people, these guests and cottagers at this place, every year contribute two or three hundred dollars to the church and the Seamen's Friend Society and the library. In fact, they virtually support the church and the charitable organizations and the school and the library.

This man Niles is a decent man. When the Peace Conference came there last summer he said to me: "We ought to do something for them. Where is the State Department going to be quartered?" I said: "I am afraid at Portsmouth or Rockingham. They do not want to be in the summer hotel with the delegates, because it will seem that they want to run the conference." He said: "You tell Mr. Peirce that he can quarter his force in my house. I will move out."

He did so. He and his wife moved away for six weeks and gave that house over to Mr. Peirce and his colleagues, and he left his silverware there and most of his wine-cellar stock and everything. He never took a cent as compensation. He is a decent fellow.

The War Department has told the life-saving station people to get off that island. They are going to use that land for something else. The Life-Saving Service had to get off. Mr. Niles had just bought this Lawrence property. He goes right to the superintendent of the life-saving station and says: "What are you going to do with your men?" The superintendent said he did not know. Mr. Niles said: "Move right into the Lawrence house and stay there as long as you want to, until you get fixed;" and the life-saving station force—seven men—are now occupying a \$40,000 piece of property.

Mr. SMITH. I do not really think we catch the import of the thing.

Mr. KELLEY. The important thing is the destroying of real estate values there.

Mr. SMITH. Let me ask you a question to show where I am at. As I understand it, Fort Stark is more heavily supplied with artillery than Fort Constitution?

Mr. KELLEY. Yes.

Mr. SMITH. If you put your barracks at Fort Constitution, why will there not be more men going back and forth across these lands than if you have them at Fort Stark?

Mr. KELLEY. That would be in time of war; but in time of peace it takes a detail of a dozen men to go from the central fort to the other forts, simply to polish up the breeching and see that everything is oiled.

Mr. SMITH. I do not understand yet why the putting men at the place where you have a small armament will make more travel than by putting them in the place where you have a larger armament.

Mr. KELLEY. The War Department's proposition is to put an independent set of barracks at both places, 120 men or 200 men at each place.

The CHAIRMAN. It must have been their intention to put the barracks at Fort Constitution when they paid a large sum of money there two years ago. How many acres does the Government own there at Fort Stark?

Mr. KELLEY. Six acres.

The CHAIRMAN. And how many does it own at Fort Constitution?

Mr. KELLEY. Between 11 and 12 acres.

Mr. SMITH. That is why I can not see why there will be more travel from Fort Constitution than from Fort Stark.

The CHAIRMAN. If the Government enlarged the reservation and built the barracks there of sufficient size to house the men necessary for these different forts, then they would all have to go down across this property to Fort Constitution?

Mr. KELLEY. Yes; but I go a step further. Say they take this land and build what they can on it. They can not enlarge without prohibitive expenses. They then will build an independent set of barracks over here at Fort Constitution, and have a company here [indicating] and a company here [indicating]. I do not mean to say that when the men are detailed to go from fort to fort that they are going to overrun this place. It is the men off duty who do that.

Mr. SMITH. But I do not see how, from your statement, this would make more running than by putting them all down at Fort Constitution.

Mr. KELLEY. If they would only put them on any one place or other, the people would not object; but you are going to put them in two places.

Mr. SMITH. That is all assumption on your part as to what you think the War Department is liable to do with Fort Constitution.

Mr. KELLEY. It is information derived from a conversation with the gentleman who has this in charge, within the last year, and it is in accordance with their own recommendations.

The CHAIRMAN. When was this additional land bought at Fort Constitution?

Mr. KELLEY. I think three or four years ago.



Mr. SULLIVAN. Where is this land that you suggest at Fort Foster as an alternative?

Mr. KELLEY. It is right over there [indicating]. But they can not get water. That is half or three-quarters of a mile across country.

Mr. SULLIVAN. They can not get anything else there, can they?

Mr. KELLEY. I understand not.

Mr. SMITH. The fact is that there is no thought of putting in additional barracks there.

The CHAIRMAN. What did they buy that additional land for?

Mr. SMITH. They need it for the barracks.

Mr. KELLEY. At Fort Constitution?

Mr. SMITH. The note here says [reads]:

This estimate is submitted in accordance with instructions of Lieutenant-General Chaffee, Chief of Staff, who says: "At this post the Department has no ground upon which to construct buildings for a garrison, as only a trifle more than sufficient space for placing the guns has been secured. Additional ground is very necessary and urgent, in order to provide suitable barracks and quarters for the company of Coast Artillery constituting the garrison of Portsmouth Harbor (three forts), at present in the poorest condition as regards shelter of any company stationed upon the Atlantic coast."

Efforts have heretofore been made to secure land directly adjacent to Fort Constitution, which is about a mile from Fort Stark, with a view to enlarging the reservation of the former post so that it would admit of construction of barracks and quarters for one or two companies of Coast Artillery, but the prices demanded for land at Fort Constitution were so exorbitant as to be prohibitive.

The clear import of all this thing is that there is no thought of building barracks at Fort Constitution. That is all assumption on your part.

The CHAIRMAN. Your theory is that the occupancy or the construction of a barracks at Fort Stark will ultimately destroy the value of their property there and drive people away?

Mr. KELLEY. Yes, sir.

The CHAIRMAN. And in that way probably wipe out and depopulate Newcastle?

Mr. KELLEY. Yes.

Mr. TAYLOR. Where do you suggest a remedy for the situation? Where do you suggest that the land should be procured?

Mr. KELLEY. I say if 120 men, as they talk about it, are enough to take care of those forts in time of peace, certainly as many as the War Department can supply to these forts according to their statements, they have already got the land at Fort Constitution. The officers say this 7 acres is not enough.

Mr. SMITH. They do not say that officially. That is your understanding of their position.

The CHAIRMAN. Look at this other point: When they take this land at Fort Stark they will not have any more than they now have at Fort Constitution, and they say Fort Stark is one of the most important forts.

Mr. SULLIVAN. I want to say, gentlemen, from personal experience, that this whole territory has received practically its life blood from the charity of one man when he was alive. That is Frank Jones. He built that great big hotel up there, the Wentworth House, and it has been running for years, and I think the Jones estate has dumped a barrel of money into it every year. It is one of the finest hotels in the country. I think it would accommodate as guests, I should say,

a thousand people. It is a very large hotel, and it has always been kept up, notwithstanding the receipts have fallen off, and it has been a first-class place, and the people who go there help to keep alive all the people in the neighboring country. In addition to that hotel, there are these summer residences that Mr. Kelley speaks about, and the rest are little cottages in the town. I think the town is practically dependent upon the summer tourists and the visitors at the hotel, and it is one of the most beautiful countries you have ever been in in your life.

Mr. TAYLOR. How long is the Jones estate going to keep up that hotel at a loss?

Mr. SULLIVAN. Jones is dead. I do not know what they will do about it. There is another company that runs a lot of hotels over the country that is—

Mr. KELLEY. I would like to leave here a copy of the protest filed by the New Hampshire delegation with the War Department last year on this matter.

The CHAIRMAN. Leave it with the stenographer, and he will insert it with the minutes of the hearing.

Mr. KELLEY. And I would also like to file these petitions.

The CHAIRMAN. Very well.

NEWCASTLE, N. H., April 9, 1905.

*To the honorable Senators and Representatives in Congress from New Hampshire:*

The undersigned, citizens and residents of the town of Newcastle, N. H., are informed that the War Department of the United States contemplates the purchase, for the purpose of establishing a military post, of 7 acres of land in Newcastle, known as the "Lawrence estate," which is situated on the seacoast and immediately adjoining Fort Stark.

We wish to call to your attention the fact that there is now a military post in Newcastle at Fort Constitution, where the United States now owns between 11 and 12 acres of land. Of this 12 acres 7 acres were purchased about three years ago by the United States for about \$58,000, and the taxable valuation of the town was decreased by that amount.

Newcastle has but a mile and one-half of seacoast, with Fort Constitution at one end and with Fort Stark at the other. This mile and one-half of seacoast constitutes a very material part of the assessed valuation of the town for taxable purposes. The establishment of the military post at Fort Constitution has caused already a noticeable depreciation in market values, and, therefore, in assessed valuation of the property in its neighborhood.

The owners of our seacoast are in the main summer residents, and the estates which they have built up are magnificent, and the presence in the town of these summer residents affords by far the largest material income to the town's people.

The establishment of another military post near Fort Stark would not only remove from the taxable list the value of the property taken, but it would cause materially to diminish the market value, and, therefore, the taxable valuation of not only the properties immediately adjacent to it, but of all the properties on our seacoast, for the reason that not more than 1½ miles would separate the two posts, and there would be a constant passing to and fro over other estates, of the men composing the garrison. It may well be said, that with these two military posts so situated, the summer residents in between would at no distant day dispose of their properties and themselves would remove permanently from the town, neither of which losses the town can afford.

We recognize the right of the United States to possess a sufficient amount of land for its war purposes. We hope the War Department will adhere to its original determination to locate its military post at Fort Foster. There is no village near Fort Foster, and there is there a large amount of unimproved land.

If, however, the War Department remains of the opinion that it needs to acquire more land in Newcastle than it now possesses we urge that the needed land be taken by the Government adjacent to its present military post at Fort Constitution. This fort is the central of the three forts now guarding this harbor. It is about equal distance from the other two. The taking of additional land at that point would work

less injury to the town of Newcastle than its taking at Fort Stark, or at any intervening point, and would discommode in a less degree the summer people on our seacoast, and would not to so great a degree lessen the valuation of our properties in the town. We request you, therefore, to use your best and speediest efforts to induce the War Department to locate its military post at Fort Foster; if this should be found to be impossible, to induce it to abandon any proposed taking of land near Fort Stark, and if more land must be taken for the military post in Newcastle, to have it taken adjacent to Fort Constitution.

Newcastle is one of the smallest towns in New Hampshire. It is situated entirely upon an island. In order to reach the city of Portsmouth without making a detour of 5 miles, one must pay toll going and coming for three toll bridges. Its position, therefore, is an isolated one. Apart from its summer business it has not a single industry. Years ago its people were engaged extensively in fisheries, now its fishing industry is infinitesimal. It has but 135 voters, a falling off from 146 voters in 1899. Its real estate assessed valuation in 1900 was \$261,646, of which amount nonresidents own 85 per cent. The town still has a civil war debt of \$22,000, bonded at 3 per cent. It has something over 6 miles of highway to maintain, and has not within the town a gravel pit worthy of the name. A large proportion of the houses of the permanent residents have but a story and one-half each. There are but two small stores in the whole town, the assessed valuation in 1904 for all stocks in trade in the town being but \$2,126.

You will see, therefore, that Newcastle's position among the towns in New Hampshire is not an enviable one. Our public library and our church and our local charitable societies owe much to the generosity of those summer residents who own the estates on our seacoast; and it is not too much to say that were it not for the summer residents the town's public library would not be the agent for good that it now is, our local aid societies would have little, if anything, to disburse, and our church would have a hard struggle to make both ends meet and support its pastor as it does.

The town as a town can ill afford to have its property depreciate in value, but it can much less afford to lose those summer residents whose estates lie between Fort Constitution and Fort Stark and whose kindness and philanthropy contribute in such a large measure to the well-being of the citizens of the town and its Christian educational and charitable institutions.

We again urge you to present our petition to the War Department if land it must have in Newcastle to take it adjacent to Fort Constitution, and we urge further that you, the representatives of our State in Congress, will reinforce this our petition by your own united, earnest, and prompt recommendation that land adjacent to Fort Constitution, and that only, be taken by the United States.

Thaddeus Tarlton, W. F. Meloon, Edwin D. Rand, Edward B. Baker, Conrad Push, Andrew J. Horning, Frank A. Brown, Charles C. Tarlton, John L. Tredick, Oliver V. Randall, Herman Baker, Wm. L. Flynn, Mark S. Polhumus, Charles H. Giles, Henry Robinson, William L. Jennings, Harry S. Yeaton, Stephen Amazeen, Frank P. Locke, Webster G. White, Andrew W. White, Orville C. Amazeen, Thomas F. Gage.

C. A. Card, Samuel Batson, Willard P. Yeaton, Eben Yeaton, Simeon C. Flanders, John Rieling, jr., Capt. Henry Becker, Charles Becker, Orwin L. Hall, John Hall, James Davidson, Edward B. Amazeen, George W. Amazeen, Chas. Prohaska, jr., Hazen C. Randall, L. P. Callins, H. M. Curtis, Elias Tarlton, Ephraim Urch, John E. Yeaton, Oliver B. Marvin, Ellison White, Wm. J. Yeaton.

Alexander Amazeen, Willard M. Jenness, Thos. G. Gage, Gilbert M. Trussel, William Marvin, Charles D. Heuly, Andrew Manson, Thomas Davidson, James W. White, Henry E. Hutchins, George Meloon, Henry E. Campbell, Chas. E. Campbell, Geo. H. Davidson, Fred W. Tibbetts, Elias Tarlton, jr., George B. Ricker, Lewis E. Kinnear, George E. Roberts, S. P. Tarlton, Ralph Davidson, B. S. Yeaton, Judson Trefethen, Fred Bell, Henry Becker, jr., Austin White, Thomas G. Jackson, James W. Wheeler, H. W. Hutchins, Rufus J. Emery, Mark Ruee, Chas. F. Prohaska, R. H. Harding, Ephraim S. Call, James S. Littlefield, John Smith, Thomas H. Barber, Frank H. Hall, George W. Randall, Clarence M. White, Albert H. Bickford, Andrew B. White, Alfred Meloon, Albert W. Hancom.

NEWCASTLE, N. H., April 7, 1895.

*To the honorable Senators and Representatives representing New Hampshire in the United States Congress:*

We, the undersigned selectmen of the town of Newcastle, N. H., desire in this communication to call your attention to certain facts concerning the proposed establishment of military posts in Newcastle by the United States and to ask your assistance in causing the military posts to be so located as to do the least possible damage to our town. Officials of the War Department have been here from time to time in the past year, seeking a suitable location for the purchase of land for the construction of barracks and for other military purposes in connection with the three forts now guarding Portsmouth Harbor.

Some three years ago the War Department purchased about 7 acres of land adjoining Fort Constitution. The Government paid for this tract of 7 acres between \$40,000 and \$60,000, and took this amount of taxable property from the assessed valuation of the town. It was generally understood by the people here that this purchase was for the purpose of a parade ground and for the erection of barracks. Last summer we were informed that the War Department proposed to take some 7 acres more with the buildings thereon, adjoining this last purchase.

Recently we have seen in the newspapers that the War Department was about to purchase the Lawrence property, so called, adjoining Fort Stark, in Newcastle.

Now, Newcastle has but a mile and a half of seacoast, with Fort Constitution at the northerly end and Fort Stark at the southerly end, and practically all the land lying between these two forts, and especially the southerly half of the same, has been beautified and developed by summer residents, so that now this section, and especially the section about Fort Stark, forms a most material part of the taxable valuation of the town.

Of these various summer estates near Fort Stark, we admit that the Lawrence property is less valuable than others, both as an entirety and also if valued by the acre. If the Lawrence property is purchased and a military post established upon it, there will then be at each end of our seacoast a military reservation, because the Government already owns at Fort Constitution between 11 and 12 acres, 7 of which it bought some three years ago, and the other 4 or 5 of which have been included in Fort Constitution ever since it was known as Fort William and Mary.

To go from one of these forts to the other by the highway is quite a roundabout journey. The shortest distance between these two forts is directly across all the summer estates lying between, and even with the small occasion there is at present for men at Fort Stark these estates have been more or less overrun by enlisted men going back and forth indiscriminately over private property. What the condition of things would be in this district with these two military reservations finally completed must be as clear to you as it is to us.

The effect would be finally, that these valuable properties here would so depreciate that they would cease to be available as they now are for fine summer estates for people who are now owning them and live in them in the summer time we know would eventually cease coming, and the town would lose not only in depreciated assessment there, but in the benefits which people of the class now occupying these properties always bring to the towns in which they live.

We earnestly request you therefore to use your best and speediest efforts to prevail upon the War Department, if it must have additional land at Newcastle for military purposes, to take it as near to its present holdings at Fort Constitution as is possible, in order that the entire military post at Fort Constitution may be in one place.

We wish to call your attention to the fact that Newcastle has at the present time but 135 ratable polls, as against 146 in 1899; that the entire real estate taxable valuation in 1900 was but \$261,646; that 85 per cent of this valuation is derived from taxable estates owned by nonresidents, that is, by summer people; that the town has absolutely no industry whatever other than that of entertaining summer visitors.

We believe that it is practically the unanimous sentiment of the town that the Government locate its military post at Fort Constitution in order that the least possible damage may result.

Furthermore, the location of a post at Fort Stark, in addition to its harmful effect upon the town, will be very distasteful and work a great private injury to the owners of the estates near to it.

If the reservation now owned by the Government at Fort Constitution is insufficient in acreage for the purposes of a military post (containing as it does, in all, 11 or 12 acres), then, surely, the purchase of the 8 acres of the Lawrence property would not afford acreage enough for the Government's purpose; and if finally

Government was obliged to buy additional land adjoining the Lawrence property, then the price at which the Government can purchase the Lawrence property now, added to the price it must pay in the future for adjoining acreage, would probably in the aggregate amount to more than the price at which the same acreage can now be purchased adjoining Fort Constitution.

Newcastle still has a war debt of \$22,000, and surely the United States, if it is a question between costing it a little more and doing an irreparable and serious injury to the town, can afford to be generous with us, situated as we are.

We remain, yours, with great respect,

THADDEUS TARLTON,  
WILLIAM T. MELOON,  
EDWIN D. RAND,

*Selectmen of the Town of Newcastle.*

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NEWCASTLE, N. H., April 12, 1905.

*To the New Hampshire Delegation in United States Congress:*

I take the liberty of requesting you to use your best and speedy efforts to prevail upon the United States War Department to refrain from any purchase of land for military posts adjoining Fort Stark in Newcastle, N. H.

The Government already has a land reservation at Fort Constitution on which, in part, is Fort Constitution, and on which, in part, are various buildings bought with the land, comprising in all about 12 acres. To form another reservation at Fort Stark would work the destruction of the practical value of all the summer estates in a mile and a half of the seacoast between those two places, so that as a citizen of Newcastle I deem it my duty to the town, as well as my duty from a personal conviction, to urge upon you that the Government should confine its military post in Newcastle to one locality.

Newcastle is a poor town in the sense that it has no industries, and has for it a large war debt. It has no rich, permanent residents, and most of its citizens are in the humbler walks of life, and it is a matter of grave moment to the town and to the individual taxpayers that nothing be done that will work great harm to its assessed values or that will tend to drive away from it the summer residents who are of great advantage to the town and almost its sole support.

Yours, very respectfully,

HARRY S. YEATON,  
*Representative to the General Court from Newcastle for the year 1905.*

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In re land for barracks at forts protecting Portsmouth Harbor, New Hampshire.

*Memorandum filed by New Hampshire Congressional Delegation.*

We earnestly urge the War Department, in making such extension of barracks and other accommodations as are necessary within the limits of the town of Newcastle, to concentrate its building operations upon land adjacent to Fort Constitution and not to enlarge the area of the reservation at Fort Stark beyond its present limits.

The statements of the citizens and town officers of Newcastle (herewith submitted) are known to us to be true; and while these arguments would be of little avail if the land at Fort Stark were the only place in the town available for the purposes in mind, we think they should be given serious attention, because at Fort Constitution there is ample room for the development of a large military post, such as must ultimately occupy this spot. We therefore urge the Department to refrain from a course which will work irreparable injury to a community which has already yielded its full measure of patriotic service, and is still bearing the burden entailed thereby.

To establish the proposed barracks at Fort Constitution would be in line with the expressed desires of the Chief of Staff, and in accordance with the recommendations of every examining authority which has reported upon the question, with one exception.

This single adverse recommendation has been based upon the matter of the relative cost of taking land adjoining Fort Constitution and Fort Stark, an argument which is superficial and of merely temporary force.

It is admitted that the price per acre of the land immediately adjoining Fort Stark is less than that immediately adjoining Fort Constitution. But it is equally to be

admitted that the land now proposed to be taken at Fort Stark will not afford the Government all the room it will need in the development of the post.

The additional land required in the future at Fort Stark must come from the most costly and highly developed estates in Newcastle, so that to secure an area at Fort Stark as large as that which would be had at Fort Constitution by the purchase of the land on which the United States recently had options would be a much more expensive matter than to pay the prices deemed "exorbitant" for the land adjoining Fort Constitution.

Ultimate economy is in favor of Fort Constitution, to which site also attaches the superior argument that so far as the administration of a barracks system is concerned it is midway of the three forts protecting this harbor, and so situated with regard to the highways and accessibility to Portsmouth that discipline could be more easily maintained at this point.

About Fort Constitution are associated some of the most priceless memories of early American prowess, and we can not believe that the Department will pass it by for a site less advantageous in location and size, and ultimately much more expensive to acquire.

PORTSMOUTH, N. H., May 1, 1906.

*To the Congressional delegation from New Hampshire:*

I have been asked by very many of the citizens of Newcastle, N. H., to protest against the proposed taking of land by the United States for the purpose of a military post adjacent to Fort Stark in Newcastle.

I presume this matter comes to me for the reason that Newcastle is in the councilor district which I have the honor to represent.

In the course of my general practice of medicine during the last twelve years I have had many patients in Newcastle and have had occasion to visit the town almost daily during that period, and have become personally well acquainted with practically the entire population and am familiar with the town history and current town matters generally.

There is no manufacturing or other industry in that town. A few of its citizens work at the Kittery Navy-Yard, a few of them work in Portsmouth, the remainder who are able to work are engaged in fishing.

The town is really a ledgy island separated from the main land by streams of considerable size, and the town is handicapped by toll bridges over the same.

Its principal industry, therefore, is its summer business, and the backbone of its summer business lies in its mile and a half of seashore, extending from Fort Constitution to Fort Stark. Here is its greatest taxable valuation. Here live the people of greater wealth, who are large employers in summer and who are always large contributors to the town's Christian, charitable, and educational organizations.

The United States already has a reservation at Fort Constitution, presumably acquired by it for the purpose of erecting buildings necessary in a military post. To acquire more land for similar purposes at Fort Stark, the other end of the Newcastle seashore, would in all probability ruin for its present purposes the mile and a half of seacoast between the two points and would handicap the town so seriously that relief ultimately must be had for it in the shape of governmental or State or county aid. The town already has a large war debt.

I respectfully urge upon you, therefore, in view of all these facts and others with which you are doubtless familiar, to use your efforts with the United States and the proper Departments not to prevent the acquisition of land at Newcastle by the Government for war purposes, but to have it so acquired as to do the least possible damage to this unfortunate town, and at the same time, in a reasonable measure, meet the needs of the War Department.

The location of this post at Fort Constitution, in view of the land already acquired there by the Government, it seems to me would work less harm than its location anywhere else in the town. It certainly would seem as if there were some place whereby the Government's needs could be met in a manner less damaging than the method proposed in the acquisition of land at Fort Stark.

Yours, with great respect,

T. S. TOWEE.

*Councilor from the First New Hampshire District*

PORTSMOUTH, N. H., May 20, 1906.

*To the New Hampshire Congressional Delegation:*

I have been asked to write to you in behalf of the town of Newcastle, which is in the State senatorial district which I have the honor to now represent.

It seems that the War Department acquired a tract of land adjoining Fort Constitution for the purposes of a military reservation some three or four years ago; that this tract comprised some 7 or 8 acres; that the original Fort Constitution reservation comprised some 4 or 5 acres more; that last year it was proposed by the War Department to take some 7 acres adjoining, making a total reservation of about 18 acres.

The townspeople recognized the needs of the War Department for additional land for barracks and officers' quarters, and were disposed to view the taking of land adjoining Fort Constitution as philosophically as could be under the circumstances.

It now appears, however, that the Department is endeavoring to purchase the Lawrence property, so called, a tract of some 8 acres adjoining Fort Stark, and in the heart of the highest priced and best summer development in the town.

The taking of this land will be destructive to Newcastle, because it will establish two military reservations where one, it would seem, ought to suffice. The two reservations are at opposite ends of the Newcastle seashore, and the constant going to and fro from one post to another over intervening land by the troops will result in the moving away of the present summer colony there and the destruction of assessed valuations, and the loss to the town of a great part of its annual income.

I write to ask you to use your urgent efforts to prevail upon the War Department of the United States to give up its intent of taking land for military purposes near Fort Stark, and to represent to the Department that some of its army boards recommended Fort Constitution as the most available place for the taking of additional land; that Newcastle is a small town without industries of any kind other than its summer business; that it has for it a heavy war debt; that the United States Government can afford to act reasonably in this matter, or, indeed, it can afford to yield a little to the preferences of the inhabitants of this island town.

Whatever you do in this matter toward the accomplishment of the things desired by these people will result, in my opinion, in much good to them, and will be greatly appreciated, not only by myself, but by many others in this State who are cognizant of the situation in that town.

Bear in mind always, please, that we are all desirous that the Government shall own whatever land it needs for its scheme of military defenses, and I do not ask that the Government give up any reservation in Newcastle, but only that it confine its military posts to one location, and not spread them about over the island.

Yours, very truly,

THOMAS ENTWISTLE,  
*Senator Twenty-fourth New Hampshire District.*

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WEDNESDAY, May 2, 1906.

## NATIONAL MILITARY PARKS.

### STATEMENT OF MR. JOHN C. SCOFIELD, CHIEF CLERK, WAR DEPARTMENT.

#### CHICKAMAUGA AND CHATTANOOGA NATIONAL PARK.

The CHAIRMAN. As chief clerk of the War Department, you have control and jurisdiction over all the national military parks, have you not?

Mr. SCOFIELD. Not exactly that, but I have a great deal to do with them.

The CHAIRMAN. But they come under your Department?

Mr. SCOFIELD. Yes; they are under the Secretary.

The CHAIRMAN. The first item is on page 244, Chickamauga and Chattanooga national parks. Your estimate for the next fiscal year is the same as the current appropriation, \$31,000. What improvements have been made or are being made during this fiscal year out of the appropriations for that purpose for 1906?

Mr. SCOFIELD. The improvements consist largely in maintenance and repair of roads—the roadway system.

The CHAIRMAN. Are you doing any new work?

Mr. SCOFIELD. No particular new work. That park is in a condition of practical completion.

The CHAIRMAN. Is it under the direct control of a commission?

Mr. SCOFIELD. Yes, sir.

The CHAIRMAN. Who are the Commissioners?

Mr. SCOFIELD. The present Commission consists of General Carman and General Stewart, who is the Confederate member, and General Smith, retired. General Stewart, General Smith, and General Boynton were the Commissioners for years. General Carman succeeded General Boynton on his death.

The CHAIRMAN. In addition to the Commission, does the Government maintain an engineer and attendant?

Mr. SCOFIELD. Yes; we have an engineer at that park, as at all parks.

The CHAIRMAN. A Government engineer?

Mr. SCOFIELD. Not an army engineer. He is a civilian engineer whom the Commission employs. He has been employed with the park since its inception.

The CHAIRMAN. He is employed the year round?

Mr. SCOFIELD. Yes, sir.

The CHAIRMAN. What is the expense of administration, including the salaries of the Commission?

Mr. SCOFIELD. The expense of administration, including salaries, is in the neighborhood of this appropriation.

The CHAIRMAN. What salaries do the Commissioners receive?

Mr. SCOFIELD. Three hundred dollars a month each for the two civilian Commissioners. The retired army officer receives nothing in addition to his retired pay.

The CHAIRMAN. What is the salary of the engineer?

Mr. SCOFIELD. His salary, I think, is \$200 a month.

The CHAIRMAN. Has the Commission control over any other park except this one?

Mr. SCOFIELD. No, sir.

#### PROPOSED CONSOLIDATION OF NATIONAL PARK COMMISSIONS.

The CHAIRMAN. What is the necessity, if this park is in a condition of practical completion, of maintaining an expensive Commission of that kind? What is your candid opinion?

Mr. SCOFIELD. I have for several years been in favor of a consolidation of the four commissions into one, and have advocated it. There have been a number of bills introduced for that purpose. There is a bill pending, I think, now in the Military Committee of the House



looking to a consolidation. That was Secretary Root's plan, and it was recommended by Secretary Taft in his annual report for 1904.

The CHAIRMAN. The consolidation of these four commissions into one?

Mr. SCOFIELD. Yes. There is no business reason that I know of why it should not be done.

The CHAIRMAN. How much time do these Commissioners devote to looking after this Chattanooga Park?

Mr. SCOFIELD. I suppose they devote all their time.

The CHAIRMAN. You mean by that that they are expected to?

Mr. SCOFIELD. They are expected to.

The CHAIRMAN. I will ask you if you know whether they do? Is it not a fact that two of them are away all the time, and one is left in charge while the two are away, and even he is not there all the time?

Mr. SCOFIELD. The four parks differ. The Chickamauga Park by law has an office here in Washington in the War Department building. It is the only park which is so provided for. Two of the Commissioners remain here, I will not say all the time, but a large part of the time. They remain here and administer the work from this office. The other Commissioner resides in Chattanooga, near the park. He is supposed to be the active man down there. He has been in poor health for several months, and has drawn no salary.

Mr. SMITH. I would like to know, Mr. Chairman, if Mr. Scofield has it, what amount of money is paid for salaries and what amount is paid for improvements.

Mr. SCOFIELD. I can not give you the figures offhand with reference to that park, but I can with reference to one of the other parks. But the great bulk of that \$31,000 is in salaries and wages of labor.

Mr. SMITH. I am not speaking so much of wages of labor.

Mr. SCOFIELD. There is \$3,600 per year for each civilian member of the Commission, making \$7,200 a year for two of the Commissioners. The other Commissioner receives no compensation from the park appropriation.

Mr. SMITH. What rank does he hold?

Mr. SCOFIELD. He is a retired brigadier-general.

Mr. SMITH. What is his retired pay?

Mr. SCOFIELD. About \$4,000; \$2,400 is for the chief engineer, \$1,800 for the clerk in the office. There is a messenger at \$720. Then there is a Confederate agent that I spoke of who gets, I think, \$1,800. That is all the figures I can give you offhand. I am not positive about some of them, but they are substantially correct.

Mr. SULLIVAN. \$13,920.

Mr. SMITH. It takes well up toward half of this anyhow for salaries of the administrative officers.

Mr. SCOFIELD. That is a fact.

The CHAIRMAN. Those salaries are made necessary by reason of having the Commission.

Mr. SCOFIELD. There is one point that I wish to make strong. Perhaps it might be lost sight of. That is the fact that a separate commission is very necessary with a park that is not practically completed, for the reason that they have to go to the State legislatures to get them interested and to get them to appropriate money for markers and memorials, and to get the State commissions interested.

There is a great deal of work of that kind; more than would appear at first blush—that is, carrying out the purpose of these acts.

The purpose of these acts was to create military parks. These men are all earnest men. You would be surprised to know the heart they have in the work and to see the fine work they have done. The only point I wanted to emphasize was that in all probability a small combined commission now would accomplish just as much, and at a very much reduced figure. At the same time there is the other point to be considered, that these men have distinguished military records, and the intention was to recognize that fact. You will find very strong influences in favor of maintaining the status quo.

Mr. SMITH. The South, as I understand, has exhibited no purpose nor intention to expend money on these parks anywhere, has it?

Mr. SCOFIELD. Oh, yes. Georgia has a monument at Chickamauga, and five or six other Southern States have monuments there; Tennessee and South Carolina have, I know. Mississippi has very recently appropriated \$50,000 or \$55,000 for a monument at Vicksburg, and from work that is going on now it is practically assured that other Southern States will contribute monuments to that field. Gettysburg has one Confederate monument at least, and so has Shiloh.

Mr. SMITH. At Chickamauga there were not any from Georgia when I was there.

Mr. SCOFIELD. I think the Georgia monument was erected about eight or ten years ago.

Mr. SMITH. The Government has erected bronze markers showing the location of all the Union and Confederate commands and all those places?

Mr. SCOFIELD. Yes; the Government has expended \$1,000,000 on these different battlefields and the various States have expended nearly an equal amount.

The CHAIRMAN. I have a report made here, Mr. Scofield, to this committee in 1902. I do not suppose the expenditures have increased or decreased very materially since then. It appears that at this Shiloh National Park the salaries of commissioners and clerks, and so forth, are set down at \$16,000, and at the Chickamauga and Chattanooga National parks, the salaries of commissioners and clerks, and so forth, are set down at \$24,000. It seems they get mileage and traveling expenses in addition to their salaries; do they?

Mr. SCOFIELD. Yes, they get mileage, which is for their traveling expenses.

The CHAIRMAN. The miscellaneous expenses of the establishment are \$469.24; road construction was \$5,398.33.

Mr. SCOFIELD. That is the principal expense now at that park—road construction and maintenance.

The CHAIRMAN. Do you know whether this \$31,000 will be expended this fiscal year at Chickamauga?

Mr. SCOFIELD. You mean in the current appropriation?

The CHAIRMAN. Yes, sir.

Mr. SCOFIELD. I have brought that along. Here it is (reads):

## NATIONAL MILITARY PARKS.

*Statement showing the amount appropriated for the fiscal year ending June 30, 1906, the amount estimated for the fiscal year ending June 30, 1907, the amount expended during the fiscal year ended June 30, 1905, the amount expended during the present fiscal year, to date of May 2, 1906, and the available balance on hand for the several national military parks.*

Title of appropriation.	Appropriated fiscal year 1906.	Estimated fiscal year 1907.	Expended fiscal year 1905.	Expended fiscal year 1906, to date of May 2, 1906.	Balance.
Chickamauga and Chattanooga National Park .....	\$31,000.00	\$31,000.00	\$38,740.44	\$25,821.45	\$7,098.51
Shiloh National Military Park .....	24,000.00	25,000.00	33,639.85	20,902.89	3,462.30
Gettysburg National Military Park .....	57,000.00	57,000.00	57,568.26	60,245.30	3,284.92
Vicksburg National Military Park .....	75,000.00	70,000.00	89,646.24	56,864.21	18,948.17
<b>Total .....</b>	<b>187,000.00</b>	<b>183,000.00</b>	<b>219,584.79</b>	<b>163,833.85</b>	<b>32,793.90</b>

WAR DEPARTMENT, REQUISITIONS AND ACCOUNTS DIVISION,  
May 2, 1906.

## SHILOH NATIONAL MILITARY PARK.

MR. SMITH. How near done is Shiloh National Military Park?

MR. SCOFIELD. There are three parks that are pretty well done. I can refer you to a statement that I got up at Mr. Cannon's request two or three years ago, which showed the then condition, and an estimate of when the different parks would be completed, and a statement of what they thought it would cost, and at what expense they thought it could be run when completed. That was published, I think, as a Congressional document. If not, I can furnish you with a copy of it.

The three parks, Gettysburg, Chickamauga, and Shiloh, speaking roughly, are pretty well completed. It is like the closing up of an exposition. There have to be a few matters at the end that will take three or four years that could be closed up in a month if you could get everything around, and of course those things can be either drawn out or expedited within some limits. That is the condition of those three parks.

## VICKSBURG NATIONAL MILITARY PARK.

Vicksburg is in a rather different position. It is the latest park created. The act was passed, I think, in February or March, 1899. They have not been at it nearly so long as at the others, and it will be several years more before it will be as far advanced.

There is one thing that I want to speak about in connection with Vicksburg, and that is that while they ask for \$70,000 for the next fiscal year, they could expend to great advantage \$100,000; that is, it would be an economical thing to make that appropriation, for this reason: Their roads are in this condition, that they have about 22 miles of road partially built, and the appropriation does not give them money enough to finish the roads. They will put on a certain part of it, but not finish the top layer or dressing, the metaling of the roads, and expose it to the heavy rains which they have there, and the rains on their very peculiar soil destroy these roads in their unfinished condition and wash them out and make excessive repairs necessary that would not be necessary if the roads were once completed.

The CHAIRMAN. Why do they not complete them and finish them as far as they go?

Mr. SCOFIELD. They are doing that as best they can.

#### SHILO NATIONAL MILITARY PARK.

The CHAIRMAN. I notice that you estimate \$1,000 for the fiscal year for Shilo National Military Park in excess of the current appropriation, which was \$24,000. Is that to meet the expenditure you recommend here for an office building and monuments to troops of the Regular Army?

Mr. SCOFIELD. They have no good building on that field for their office purposes, and they have been for several years trying to get authority to construct one.

I do not recall now, but I think the Book of Estimates will show what that extra thousand dollars was for. I think it was for this office building. It is to be a primitive and cheaply-constructed building, but I do not recall exactly.

Mr. SMITH. Where do they keep their office now, in Cincinnati?

Mr. SCOFIELD. Colonel Cadle, the chairman, gives his address at an office in Cincinnati, but he has an office at Shilo also, and spends part of his time at one office and part at the other.

Mr. SMITH. Where does Reed stay?

Mr. SCOFIELD. He spends most of his time, I think, at Shiloh, but I do not know for sure.

Mr. SMITH. How was the publication of Reed's history of Shiloh paid for—out of this appropriation or a special appropriation?

Mr. SCOFIELD. It was paid for out of the park appropriation.

The CHAIRMAN. Is it proposed to locate this office building on the battlefield?

Mr. SCOFIELD. Yes, sir.

The CHAIRMAN. Is the battlefield accessible from any city or settlement?

Mr. SCOFIELD. Unfortunately for the park, it is one of the most inaccessible places on God's earth. It is about 20 miles from Corinth, over the worst road at almost any season of the year, and in time of rain the very worst. Efforts have been made for several years to get appropriations made to improve that road, but they have not been successful, and there is a proposition now pending as a bill, or perhaps a couple of them, in this Congress for authority to construct an electric road to make this park more accessible. Shiloh is also accessible by boat, but not very accessible. It is a pretty long ride. But if you go by railroad you get off at Corinth and drive 22 miles.

The CHAIRMAN. Is it proposed to make this a dwelling for the Commissioner or the person in charge of the park?

Mr. SCOFIELD. I think not.

The CHAIRMAN. What would be the object of having an office on the ground?

Mr. SCOFIELD. The engineer works there, and the historian.

The CHAIRMAN. He lives there?

Mr. SCOFIELD. Yes; right in the park. There are four civil engineers connected with these parks, who have rendered very efficient service in each case. This man at Shiloh served an apprenticeship at Chickamauga. The one at Vicksburg served an apprenticeship at Chickamauga also.

## GETTYSBURG NATIONAL PARK.

(See also p. 976.)

The CHAIRMAN. The next is Gettysburg National Park. Before you proceed with that, Mr. Scofield, could you continue that statement which you furnished to the committee a few years ago down to date, giving the exact status of these different parks, and the amounts paid to the Commissions.

Mr. SCOFIELD. I will do that, Mr. Tawney.

The CHAIRMAN. Your estimate there is \$57,000, the same as the current appropriation. How is that money being expended?

Mr. SCOFIELD. Well, the estimate for that is \$10,800 for salaries of Commissioners; \$8,100 for salaries of engineers, guards, and so forth; pay roll of 22 laborers, \$6,160; two-horse team and driver, \$600; two horses and driver, \$600. Then there is \$12,000 for the construction of 2 miles of macadam avenue and \$9,000 for a mile of telford avenue.

Then there is \$3,000 more purchase of land for Cavalry avenue; \$792 for 4,000 feet of fencing; \$500 for five gun carriages. That is under contract. That is for the completion of a contract. Then \$1,000 is for bronze tablet and stands; \$600 for rent and maintenance of office; \$1,000 for lumber, hardware, and tools; \$1,000 for repairs to the United States buildings and farm fencing; \$300 for rent and maintenance of stable. Five hundred and forty-eight dollars is allowed for incidentals. That makes a total of \$60,000.

It is proper to say that the Department requires an estimate of this kind on proposed expenditures from each Commission every year.

The CHAIRMAN. What do you estimate there for the cost of a mile of road?

Mr. SCOFIELD. \$9,000 for the telford and \$6,000 for the macadam; \$12,000 for the 2 miles of macadam.

Mr. BROWNLOW. Does it say anything about the width of those roads?

Mr. SCOFIELD. It does not say here, but the width is given in some of the reports. I can get you full particulars in regard to the cost of these roads.

The CHAIRMAN. What is the difference in the material between macadam and telford?

Mr. SCOFIELD. The telford is a very much more substantial road. It is built deeper and has a heavier foundation.

Mr. SMITH. It is a type of macadam road itself, is it not?

Mr. SCOFIELD. Yes; but it is a very much stronger road. They say this with reference to their roads [reads]:

The roads have been constructed on the telford system; the roadbed, carefully graded and drained, was covered with a course of stone, paved by hand, consisting of hard stone 8 to 10 inches long, 7 to 8 inches wide, and 4 to 6 inches thick, and boulders about the same size, set up on edge, thickest edge down, length across the road, and laid so as to break joints as much as possible, forming a rough, irregular pavement, 8 inches thick, over the whole roadbed, the joints between the stones being chinked and knapped with smaller stones and stone chips driven in, projecting points above 8 inches being knocked off with a hammer.

A course of stones 12 inches high, 12 to 18 inches long, 6 to 8 inches thick is laid at the sides of the subgrade. This foundation is covered to a depth of 5 inches in the center and 4 inches at the sides with broken stone 1½ inches dimension. This is rolled by a 13-ton roller at least five times after being sprinkled. One-half inch of

clay is then spread over this layer, which is then covered with 2 inches of granite screenings, three-fourths inch size, which is sprinkled and rolled five times; finally, over this a half inch of fine limestone screenings is evenly spread over the entire surface, sprinkled, and rolled at least ten times.

Some of these roads have been in use for ten years and show very little signs of wear; in fact, they are as good as when first completed. The average cost of these roads has been about 73½ cents per square yard—something over \$8,000 a mile. With proper care and maintenance they will last indefinitely. The guttering along these roads now being constructed under the supervision of the chief engineer by day labor is an improvement over that first put down by the contract system. It is of excellent quality and should endure for a long time.

The CHAIRMAN. Is this a boulevard in the battlefield, or is it a regularly traveled road?

Mr. SCOFIELD. These are the park roads.

The CHAIRMAN. What is the necessity of building a park road in the manner you propose to build this road, where the use of the road is confined to light vehicles and the road is not a public-traveled road for all kinds of wagons and heavy vehicles? There are no heavy loads hauled or to be hauled over these roads?

Mr. SCOFIELD. No; I think these roads are built very much after the plan of park roads in Central Park, New York, and Fairmount Park, in Philadelphia, more particularly. They correspond closely to the roads built by the army engineers in the park roadway here down near the Tidal Basin. This superior construction pays for itself in the long run. It is very expensive in the beginning, but in the maintenance and the cost of repairs you would be surprised to see the saving.

The CHAIRMAN. Would not a less expensive road be sufficiently durable?

Mr. SCOFIELD. While the travel is light at Gettysburg, the amount of travel there is enormous. You would be surprised to see the amount of travel over those roads and the number of visitors there. I will send you a statement of the number of visitors.

There are people up there who make a living by driving people over the roads. Some of these drivers up there know the history of the battle just as well as anybody. If the committee would take the time to visit these parks, I should think it would delight them to see what has been done. They will see that they have got something for the money they have been appropriating, and they are really worth visiting. I think it would be decidedly in the interest of the Government for this subcommittee, at least, to visit all these parks and acquire there the information they need for legislative purposes.

The CHAIRMAN. I presume the facilities for getting over the battlefield are much better than they were on the Tuesday after the battle, when my grandfather and I went over it.

The Government of the United States owns and has complete sovereignty over all the roads—that is, the public highways, leading into the borough of Gettysburg—has it not, with one exception, and that is the road on which the street-car line was erected before the concession was made by the State?

Mr. SCOFIELD. You mean leading into the battlefield?

The CHAIRMAN. I mean leading into the borough of Gettysburg; all the public highways except the Baltimore pike and the York pike; all the public roads except the one on which there was an electric railway, for which there was a concession. That is, all roads except those are owned absolutely by the Federal Government, are they not?

Mr. SCOFIELD. I do not know about that. I know there are a lot of eager and patriotic citizens up there who are desirous to have the Government own more land than the Commission thinks necessary. The Commission is headed by Colonel Nicholson, who is a very careful man, and it has bought land only as it was needed for the purposes of the field. Colonel Nicholson has incurred some censure on that account. He has paid prices perhaps one-tenth and one-twentieth of what was originally asked by owners. I think the average price paid per acre at Gettysburg is only about \$40.

The CHAIRMAN. What is the name of that hotel up there?

Mr. SCOFIELD. The Gettysburg Springs Hotel. A syndicate tried to get hold of that. There is a bill pending now, I believe, for its purchase.

The CHAIRMAN. Do you know how much land the Government owns within the Sickles map?

Mr. SCOFIELD. I do not know exactly. I can give you that information later. I think there is only about 100 acres necessary to be acquired there; at least that is all the Commission are recommending now; 35 acres necessary to connect side roads and side avenues, and then a tract, I think it is about 70 acres—it may be slightly more than that—called Powers Hill, the headquarters of General Slocum. They are anxious to acquire that.

#### VICKSBURG NATIONAL MILITARY PARK.

The CHAIRMAN. The next item is Vicksburg National Military Park. Your estimate for the next fiscal year is \$70,000. You say if \$100,000 could be appropriated it would be economy?

Mr. SCOFIELD. I think it would be economy to the Government to appropriate \$100,000. I think by appropriating \$70,000 you would be necessitating duplicate expenditures hereafter.

The CHAIRMAN. How much land is it proposed to purchase under this item, out of this appropriation?

Mr. SCOFIELD. I can not say with positiveness about that. I do not think any land is contemplated to be purchased out of this appropriation; but I am not sure, for the reason that there is an additional tract that it is desirable for the Government to purchase.

The CHAIRMAN. I observe that you have recommended here the purchase of land as a new item on page 247.

Mr. SCOFIELD. Yes; it says, "purchase of land." I think they follow the phraseology of the previous act.

The CHAIRMAN. No; this is new. This is in italics. You will see that is new, "purchase of land."

Mr. SCOFIELD. Yes. Then he has included in there the item for the purchase of the land I spoke about. It is a small amount, about \$5,000 or \$6,000.

The CHAIRMAN. What do they have to pay for the land there, as compared with the land in other parks?

Mr. SCOFIELD. They pay different prices. I have not it in my mind just now, but I have a statement at the office which will show the average price per acre which has been paid for that park, and I think for all the other parks.

The CHAIRMAN. How is this money expended? Take, for example, the Gettysburg Park. The language of the appropriation authorizes

an expenditure for the construction of roads, and so forth. Who determines what roads shall be constructed?

Mr. SCOFIELD. The Secretary of War.

The CHAIRMAN. Then the money is expended under the direction of the Secretary of War?

Mr. SCOFIELD. There is not anything, that is, not any material act, done at any of these parks without the antecedent sanction of the Secretary of War in the way of approval of the project.

The CHAIRMAN. The Commission makes a recommendation to the Secretary of War?

Mr. SCOFIELD. Yes; and he approves it.

The CHAIRMAN. And the work can not be done or the money expended until he approves?

Mr. SCOFIELD. Until he does approve it.

#### TRANSPORTATION OF REPORTS AND MAPS TO FOREIGN COUNTRIES.

The CHAIRMAN. The next item is transportation of reports and maps to foreign countries through the Smithsonian Institution.

Mr. SCOFIELD. That is a matter that comes under the engineers. We have that every year.

Mr. SMITH. Mr. Scofield, we have an annual appropriation here for international exchanges under the Smithsonian Institution. Why should this be kept separate from that?

Mr. SCOFIELD. This is for the use of the War Department, these maps here. This is for publication of engineer men for use of the War Department.

Mr. SULLIVAN. No; that is the next one.

Mr. SMITH. It is a small item for transportation of reports and maps to foreign countries through the Smithsonian Institution; so many dollars, which is usually only a trifle. Why should not this item be carried through the regular international exchanges?

Mr. SCOFIELD. Only this, that we want to be protected. If they will allow a hundred dollars, or so much as may be necessary for transportation of War Department publications, we would be all right.

Mr. SMITH. Your idea is that if an item could be put in there with a clause saying that \$100, or so much thereof as may be necessary, for the transportation of these maps, it would be satisfactory?

Mr. SCOFIELD. I would not say that. It may not be satisfactory to some people. There are a good many things that I think could be done differently that other people are very strenuous about maintaining as they are.

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WEDNESDAY, *April 25, 1906.*

#### GETTYSBURG NATIONAL PARK—ROADS IN.

#### STATEMENT OF MESSRS. J. L. BUTT AND DONALD P. McPHERSON, ACCOMPANIED BY MR. JOHN M. BLOCHER, ALL OF GETTYSBURG, PA.

The CHAIRMAN. These gentlemen are constituents of Mr. Lafean, of Pennsylvania, who was here a moment ago. He represents the Gettysburg district.

Mr. Butt, you reside at Gettysburg, Adams County, Pa.?



Mr. BUTT. Yes, sir.

The CHAIRMAN. And you desire to be heard on a proposition in connection with the improvement and maintenance of the roads in the Gettysburg National Park, under the control and belonging to the Government, leading into the borough of Gettysburg?

Mr. BUTT. Yes, sir, and within the limits of the Sickles map, which embraces the park covering the battlefield.

The CHAIRMAN. These roads are all within the limits of the Sickles map, which covers what constitutes the Government reservation?

Mr. BUTT. Yes, sir.

The CHAIRMAN. Now go on and make any statement you wish, Mr. Butt.

Mr. BUTT. Gentlemen of the committee, I will state a few facts to you to enable you to get a clear idea of the conditions up there and especially of those conditions concerning which we complain.

Gettysburg is surrounded, or almost entirely surrounded, by Cumberland Township, and in the township of Cumberland is almost exclusively located the battlefield of Gettysburg. The United States Government has acquired in that township up to this time 1,640 acres of land, upon which it pays no taxes whatever. There are certain roads, as indicated by the map that you have there [indicating]. This map was prepared by the United States Battlefield Commission at Gettysburg, and they very kindly made me a couple of blueprints, and this map shows exactly the roads that are within the Sickles map and shows the extent to which the roads are in that map.

The CHAIRMAN. Right there, Mr. Butt, will you explain to the committee what you mean by the Sickles map?

Mr. BUTT. The Sickles map is the map of which General Sickles is the author, and that map, I understand, has been adopted by Congress as the official representation of the lands embraced within the battlefield of Gettysburg. It is the purpose, I understand, of the Government to acquire within the scope of that map most of the lands for the perpetuation of most of the field as a historical point, and for the purpose of marking it and making it perpetual.

Now there have been roads and avenues built over the field—between 25 and 30 miles of them. These avenues have been built over the lines of the two armies, indicating the most interesting points of the battle, so that they could be reached by tourists, and those are here indicated on this map.

The CHAIRMAN. Is that the Sickles map?

Mr. MCPHERSON. Yes. Here is the town or the borough of Gettysburg. These roads that are colored in this way are the roads which have been built by the Government along the lines of battle of the Union and Confederate forces on the second and third days of the battle. The first day's fight occurred out here [indicating], on the north and west of the town. The second day's battle occurred chiefly on Culp's Hill. The third day's battle occurred here [indicating], mainly Pickett's charge. They came from this country here [indicating] and struck our lines at about this point [indicating].

Mr. SMITH. This is Little Roundtop?

Mr. MCPHERSON. Yes; and Big Roundtop is there [indicating].

Mr. SMITH. This is Oak Ridge?

Mr. MCPHERSON. Yes; it comes out here from Buford avenue, right there [indicating].

Mr. SMITH. What is the name of that hill where the Eleventh Corps found the Confederates in position?

Mr. BUTT. That is Culp's Hill.

Mr. MCPHERSON. That is away off here [indicating].

Mr. SMITH. I thought it lies off to Seminary Ridge.

Mr. MCPHERSON. Yes. These roads that Mr. Butt is talking about are the main thoroughfares from the surrounding country into Gettysburg, and they are the regular township and county roads. Under the suggestion and request of the Battlefield Commission in 1895 the legislature of Pennsylvania granted to the United States jurisdiction over those roads.

The CHAIRMAN. They surrendered the roads?

Mr. BUTT. Yes; practically surrendered them.

Mr. MCPHERSON. The purpose was to enable the United States to develop the battlefield and to secure to it the possession of this battlefield.

The CHAIRMAN. These roads that you now are speaking of, Mr. Butt, or were speaking of a moment ago, are the roads within the battlefield laid out along the lines of the Union and Confederate forces?

Mr. MCPHERSON. Yes. These are the Government roads which have been constructed [indicating].

The CHAIRMAN. The roads which you now desire to be heard on, for which you desire an appropriation, are the main country roads leading into Gettysburg that were there before the battle?

Mr. MCPHERSON. Yes, sir.

The CHAIRMAN. These roads are all within the Sickles map?

Mr. BUTT. Yes.

The CHAIRMAN. And they are the only means that the people of the county have to get into the county seat and out of it?

Mr. BUTT. Yes, with the exception of the turnpikes. The York turnpike and the Chambersburg turnpike are not shown on this map at all, for the reason that they were not ceded to the United States Government.

The CHAIRMAN. They do not belong to the State of Pennsylvania?

Mr. MCPHERSON. No, but to a private corporation.

Mr. TAYLOR. Does all that is included within the limits of the Sickles map belong to the Government?

Mr. BUTT. No, sir; the Government has not yet acquired all that. They have acquired 1,680 acres, of which 1,640 are in Cumberland Township and 40 in Strabane Township. I understand it is the purpose of the Government to acquire all that land, some day, for park purposes. And these roads that we are asking an appropriation for the purpose of building, in addition to the estimates made for Gettysburg National Park by the Secretary of War, are roads that are connected with their avenues and that lead into and out of the borough of Gettysburg, connecting with their avenues.

Their purpose in acquiring jurisdiction of these county roads was to build them and maintain them; but hitherto they have been using all the money that has been appropriated up there in building avenues over the battlefield, and the expense of keeping up these roads has to be borne by Cumberland Township.

You will notice from this that there are 14.2 miles of roads within the township of Cumberland that have been ceded by the State to the United States Government, and over which the United States Govern-

ment can exercise police regulations. There are 38,060 acres in this map.

The taking out of the township this body of land of 1,640 acres without paying any taxes on it necessarily works a hardship to the remaining landowners. Their taxes are outrageously high. Their road tax last year was 3 mills and a special road tax of 2½ mills. In addition to that the Government owns this large tract of land within the limits of the township, and nearly all these lands are being leased by the Government to certain people, and they have children, and those children must be afforded school facilities. The burden of doing that is imposed on this township, and the Government does not pay a cent for it.

Now I am perfectly safe in saying to your committee that the township is made to bear at least \$1,000 or \$1,200 a year over and above what it ought to bear in the way of taxation by reason of the Government having acquired this land in the township of Cumberland.

Mr. TAYLOR. What would be the tax on 1,640 acres of land if owned by private parties?

Mr. BUTT. The valuation is from \$40 to \$50 an acre.

I will ask you to recollect also that this land that the Government has acquired is right around the borough, and therefore is more valuable for taxation purposes than land more distant from the borough, and I should think that a fair valuation would probably be \$60 an acre on these 1,640 acres.

Mr. TAYLOR. What rate of taxation is general throughout that region?

Mr. BUTT. About 3 mills.

Mr. MCPHERSON. For general road purposes they have a county tax, and then they have a school tax.

Mr. BUTT. The school tax is 4 mills in that township. That is 1 or 1½ mills higher than the other townships.

Mr. SULLIVAN. Mills on what?

Mr. BUTT. Well, on 1,640 acres, at \$60 an acre.

Mr. TAYLOR. He means the rate is 1 mill on what sum of money?

Mr. BUTT. Four mills on the dollar.

Mr. SMITH. What is the area of the township?

Mr. BUTT. Eighteen thousand acres.

Mr. SMITH. We own about one-tenth of it?

Mr. BUTT. The United States Government owns about one-ninth of it, and for taxation purposes I should say the Government owns about one-fifth of it, because the land now owned by the Government is more valuable for taxation purposes than the land elsewhere in the township, by reason of its location right near the borough limits.

The CHAIRMAN. How much of that land owned by the Government is under lease?

Mr. BUTT. I should say half of it, or more.

The CHAIRMAN. And it is occupied by farmers?

Mr. BUTT. Yes; by farmers and by laboring people. Just as I said before, these people have children, and they must be provided with school facilities.

The CHAIRMAN. How much does the Government get out of those leases?

Mr. BUTT. I could only estimate that for you, but I should say the Government gets \$500 or \$600 a year. I know one farm that it leases

for \$600 a year; I should say \$500 or \$600. It leases its land very much more cheaply than the ordinary farmer would lease his land. But I should say \$500 or \$600, or maybe \$700.

Mr. McPHERSON. I should say between \$500 and \$1,000. I have only personal knowledge of the leases in two or three instances. In one place it is leased for \$60. Last year out of about 30 acres they got about \$100. In another place they got \$40. Those are the only items of which I have personal knowledge.

The CHAIRMAN. Are the lessees required to perform certain services to the Government in addition to the cash they pay?

Mr. BUTT. They are required to cultivate this land and keep it in a certain condition. They keep up the land and the fences, and that sort of thing; but they are not required to keep up the buildings, or anything like that.

Mr. SMITH. How many school children do you say there are there?

Mr. BUTT. There are now 18 school children that we know of that must be provided with educational facilities. There are 14 families and 18 children. But there might at some other time be 30 or 40 children who would have to attend the schools.

Mr. SMITH. How much would that amount to under the rates in Pennsylvania?

Mr. BUTT. I should say that the township could not provide facilities for less than \$200.

Mr. SMITH. There are no schools in this country that I know of that are run at \$10 per capita.

Mr. BUTT. We have schools for seven months, and in order to accommodate those children there would have to be schools built at the expense of the township, because there are two school districts within the limits of that land that would not need to be maintained at all but for the fact that the children are on the reservation.

Mr. SMITH. You do not claim that they maintain two schools for 18 students?

Mr. BUTT. No; but I claim that there are two schools that are not necessary but for the children on this reservation. They could be divided up and sent to other schools, and the number of other schools could be lessened. There is the Pitcher School that has children made up from this reservation, and also the Round Top School. If it were not for these children those schools could be located to accommodate those children and could be done away with. They pay those two teachers \$35 a month each for seven months.

Take the districts that surround us, and by comparison the rate is 3 mills higher than in other districts.

Our people are complaining that this is unfair; that the Government being the owner of these lands they are thereby made to pay additional taxation, and they receive no benefit, although the town and borough of Gettysburg are benefited. But these people themselves are not benefited, from the fact that this land has been converted into a park. The farmers are not benefited, but the people who live in the borough are benefited by reason of the travel of tourists there. The United States Government has built of these 14.2 miles 1 mile and 333 feet.

The CHAIRMAN. You mean the Government owns 14.2 miles?

Mr. BUTT. Yes, within these limits.

The CHAIRMAN. And outside of the boulevards that have already been built on the battlefield?

Mr. BUTT. Yes, sir.

The CHAIRMAN. And these 14.2 miles are the public roads used by the people going into and coming out of the county seat?

Mr. BUTT. Yes, sir. They are also used by these tourists, because they are necessary for access to these boulevards that you speak of; and the Government having built 1 mile and 333 feet of this in order to have their avenues fit—they built that short distance that is indicated on this map—a part of the Taneytown road, and the road on Seminary Ridge.

Colonel Nicholson, the chairman of the Commission, told me they would be glad to build these roads, and it was the purpose of the Commission to build them. They felt that these landowners were made to suffer by reason of the acquisition of these lands by the Government, but that the Commission did not have the money at present, and they felt it ought to be done. His recommendation to the Secretary of War, as I understand, this year was for \$75,000, but the Secretary of War cut it down to \$57,000.

We ask you gentlemen to relieve this apparent injustice by increasing that appropriation, say \$15,000, to enable them to begin to build those roads. They can not all be built next year. It could not be expected that they should do it all next year.

The CHAIRMAN. What do you estimate the ultimate cost of the construction of these roads would be?

Mr. BUTT. I have the estimate of the civil engineer, who estimates it at \$2,500 per mile. It is here:

I, S. Miley Miller, civil engineer, of Adams County, Pa., do hereby certify that I have examined the roads ceded by the State of Pennsylvania to the United States of America within the national park at Gettysburg, Pa.; that I am familiar with the cost of road building, materials, and the cost of labor, and the supply of each in that neighborhood, and that I, after a careful estimate, am satisfied that these roads can be macadamized or telfordized for the sum of \$2,500 per mile.

S. MILEY MILLER.

MARCH 22, 1906.

Mr. BROWNLOW. What is the width of that road under that estimate?

Mr. BUTT. His estimate is 18 feet.

Mr. BROWNLOW. What depth of macadam?

Mr. BUTT. He told me 14 inches.

Mr. BROWNLOW. The material is very handy?

Mr. BUTT. Yes, sir. They have built fine avenues up there over the field, built out of the ironstone there. That makes an elegant road, and those stone are all within easy access. Many of those stone have been gotten right off the lands on which these roads were built.

The CHAIRMAN. When were these roads ceded to the Federal Government?

Mr. BUTT. The act ceding them was signed by Governor Daniel E. Hastings on the 26th day of June, 1895. If you care to hear the act, I have a copy of it here.

The CHAIRMAN. Give it to the stenographer, and he will put it in as part of your testimony, so that we can have it in the record when you get through.

Mr. BUTT. Now, many of our people have thought that it would be advisable to ask the Government to make an appropriation, paying so much per acre tax upon that land, in order to relieve this injustice. But inasmuch as the Government owns public property in almost every municipal district in the United States, it was not thought advisable that the Government should establish a precedent like that, and the only means of relief seems to be a proposition to enable the Government now to build these roads, in order to relieve this township from excessive taxation, and that relief would compensate it for the burden in the way of keeping up roads.

The CHAIRMAN. In that way the United States Government would be only improving and maintaining its own roads?

Mr. BUTT. Yes, sir.

Mr. SMITH. How much of these roads would be so situated as to operate simply as a connection between the town of Gettysburg and the main boulevards in the battlefield?

Mr. BUTT. Every one of them. That is the reason why they were ceded.

Mr. SMITH. I am not talking about connecting the boulevards with the blue sky at an estimated distance, but connecting them with the town of Gettysburg. I want to know how much of these roads is between the boulevards and Gettysburg, so as to connect the boulevards up with the town of Gettysburg as distinguished from beyond the boulevards from Gettysburg.

The CHAIRMAN. For example, how close—if there is a boulevard connecting with the Emmitsburg road—how close does that boulevard come to the city? What is the distance from the end of that boulevard to the city?

Mr. SMITH. I want merely an approximate estimate of the distance from the end of the boulevard to the town.

Mr. MCPHERSON. From a rough calculation or estimate we would say there was  $7\frac{1}{2}$  miles of roads included in the cession to the United States by the State, which either connect the boulevards of the Commission with the borough of Gettysburg or form connecting links between the various boulevards built by the United States.

Mr. SMITH. And the balance of this 14.2 miles would lie outside the boulevards?

Mr. MCPHERSON. Yes; outside the present construction of the boulevards. The roads were ceded to a distance which would practically be an equivalent to the Sickles map. The present boulevards are within the limits of the Sickles map, and of course the cession of these roads would extend beyond them to a certain extent.

The CHAIRMAN. Are not these roads used by tourists, to the full extent that they have been ceded, in going over the battlefield?

Mr. MCPHERSON. Not by the general run of visitors.

The CHAIRMAN. I mean by the tourists.

Mr. MCPHERSON. Not by the general trend of tourists. Some of these locations are beyond the present boulevards.

The CHAIRMAN. I mean where there are no boulevards, are not these roads used?

Mr. MCPHERSON. Yes; in some sections.

The CHAIRMAN. You can not go over the battlefield very well without going over these roads?

Mr. BUTT. No, sir.

Mr. McPHERSON. For instance, take the first day's fight. That line runs north and west of the town. To get out to that boulevard you have to use either the Chambersburg pike or the Mummasburg road, and on coming back you have got to use the Carlisle road. In going out to Round Top you have to use the Taneytown road, and from that point over to Confederate avenue, crossing Hancock avenue, which was in the lines that the Union Army occupied on the second day, you use what is called the Wheatfield road, which is a country road included in this section; so that going to and fro over the battlefield you would use these roads, and according to our estimate here the amount necessarily used by tourists in going over the field in connection with the boulevards would be about  $7\frac{1}{2}$  miles.

While I have no personal knowledge of the plan of the United States Commission there; I do know that in some maps that they have made they have proposed to extend and erect other boulevards besides those that are now laid out, and which will make accessible more remote parts of the field; and when that is done I will say that all of these roads will be used in getting access to the present and proposed boulevards that will be constructed.

The purpose of this cession, as I am informed, or was informed at the time it was made in 1895, was to secure to the Government the control of these roads and prevent their use for any other purpose or in any way that would obstruct or interfere with the construction and development of the battlefield. One road previous to that time had been occupied by a trolley line under grant of the local supervisors, much to the disgust of the United States Commission.

And in order to prevent uses of that kind this cession was made, and when it was made representations were put forward by persons interested in the cession stating that one of the advantages which the locality and the State of Pennsylvania would get would be the construction of these roads and the relief of the locality from the maintenance of those roads. And while at that time there was a division of local sentiment as regards the propriety of the cession, yet that was the convincing and controlling argument at the time, which prevailed and secured the cession to the United States of these roads.

And in connection with that and the disposition of the United States authorities there and their desire to macadamize these roads and the fact of the local situation there and the injustice done to the local taxpayers by the reason of the withdrawal from our tax list of this considerable number of acres with the prospective advantages increasing—those considerations, it seems to me, would suggest that this is a proper means of relief for that locality, and at the same time for the carrying out of the representations that were made at the time these lands were ceded.

The CHAIRMAN. Your county government has no control whatever of these highways ceded by the State?

Mr. McPHERSON. There was reserved a concurrent jurisdiction as to the enforcement of the criminal law. That was all.

The CHAIRMAN. If your locality or your county felt that it would be for the interest of the people of the county to grant a right to build or construct a railroad or street railway on any of these roads, it could not be done?

Mr. BUTT. No, sir.

Mr. McPHERSON. They would have to apply to you gentlemen in Congress for permission of that character. The cession was absolute, as I say, with the exception of this concurrent criminal jurisdiction.

The CHAIRMAN. And on the estimate you have submitted you say the aggregate cost of constructing the 14.2 miles of road would be how much?

Mr. BUTT. \$35,000; not quite that. That is, of course, deducting the mile and 333 feet which is already built.

The CHAIRMAN. This cession was in 1895. Has the Government ever contributed anything for the maintenance of these roads?

Mr. McPHERSON. No, sir; with the exception of these small portions which the Government has already built.

The CHAIRMAN. They amount to how much?

Mr. BUTT. One mile and 333 feet.

The CHAIRMAN. Aside from that, the township has borne the expense of maintenance of these roads since the cession was made to the Federal Government?

Mr. BUTT. Yes—

Mr. McPHERSON. After having given up the practical control of them to the United States.

Mr. SMITH. I would like to ask, if this estimate of \$57,000 was spent, would there be any margin left in it for this work?

Mr. BUTT. No, sir.

Mr. McPHERSON. I should say that the Commission feels that is only the amount necessary for the construction of their work alone and the maintenance of their force of people in charge of the battlefield. I believe they have estimated some sum for the purchase of additional land.

Mr. SMITH. Whatever we give for the roads had better be in addition to this sum?

Mr. BUTT. Yes, sir.

Mr. McPHERSON. In regard to the Sickles map, the Battlefield Park was created by act of Congress passed in 1893, and in that the Secretary of War was authorized to purchase land for the purpose of preserving the battlefield within the limits of the Sickles map.

The Sickles map was the general limit beyond which the purchases could not go. I do not think they contemplate the purchase of every acre there, but they do contemplate the purchase of a very considerable acreage in addition to that which they now possess.

Mr. SMITH. Was this 1 mile and 333 feet of road built after the acquisition of this land by the Government?

Mr. McPHERSON. Yes, sir. One part of the road was built years before last and the remaining portion was built four or five years ago.

Mr. BUTT. I just want to add one other thought, and that is, as Mr. McPherson stated, that these roads were ceded to the United States Government at the time to prevent their occupation by trolley lines and that sort of thing, because it was the purpose of the United States Government to assume control of the roads and build them so as to make access to the field more ready.

Now there is a contemplated trolley line from Mount Holly, Pa., into Gettysburg. It can not get in there except by one way, and that is by acquiring rights of way over private lands. They tried



to get in over some of these roads, and the United States Commission said, "No, you can not get on these roads. We will not let you on. We expect to use these roads ourselves eventually, and your being on them would simply interfere with our purpose."

Under the circumstances we think it is a great hardship on the taxpayers and remaining landowners who are taxpayers in Cumberland Township. If this was divided up into a half dozen districts the burden would not be so heavy; but this land being practically within one township, and being exempt from taxation, and the expenses of the municipal government being the same as before, the taxes on the remaining landowners have necessarily increased, whereas if these roads are built by the Government, as it eventually intends to build them, the burden would be lightened. But the Government has been going ahead and building these boulevards to the neglect of building these roads heretofore. It would greatly relieve the cost of taxation to these remaining landowners if these roads were built.

Now, we say these roads ought to be built now, or a beginning ought to be made now, so as to relieve the taxation; and as the roads are built and maintained by the Government, necessarily the district would be relieved from the maintenance of those roads.

Mr. McPHERSON. As a corroboration of our statement that the occupancy of the trolley was the thing that suggested the acquisition of jurisdiction by the United States of these roads, I would call your attention to the fact that the Emmitsburg road, which was occupied by the trolley line, was excluded from this act—that is, the portion of the Emmitsburg road from where it runs out of Gettysburg to the point where it crosses the Wheatfield road, was not included in this jurisdiction. The Commission said they did not want the incubus of this road interfering with their rights.

Mr. TAYLOR. Was that the only trolley, or was there a trolley that had to be taken away?

Mr. McPHERSON. This same trolley came in conflict with the United States Commission in another location, but it was not on the public road. That was down through the Valley of Death, at the base of Little Round Top, they having acquired that location by private rights of way.

Mr. SULLIVAN. If you owned these 1,640 acres and taxed them at the rate of 4 mills on the dollar, you would get a revenue of \$393, as I figure it.

Mr. BUTT. That is only for school purposes.

Mr. McPHERSON. We have a county rate of 3 mills, a county tax for school purposes; for special and road purposes the tax last year was 5½ mills. We had a school tax of 4 mills. All that tax is levied on real estate values, except a little personal property and some small values on account of occupation tax.

Mr. SULLIVAN. Take those items and add them to the school tax, and the total tax would amount then to about \$1,600 on those lands?

Mr. BUTT. It would be about two-tenths and a half.

Mr. SULLIVAN. One thousand six hundred dollars would be about the revenue which the township would derive if it owned these lands.

Mr. BUTT. The township would not derive the benefit of the county taxes.

Mr. SULLIVAN. What is the county tax?

Mr. BUTT. Three mills.

Mr. SULLIVAN. Then the township would get less than that—about \$1,200?

Mr. BUTT. Yes, sir.

Mr. McPHERSON. Of course that would be the present condition. With the subsequent acquirement of additional land it would be somewhat enlarged.

Mr. SMITH. The township would not have any legal authority to repair these roads, as I understand it?

Mr. McPHERSON. They have been compelled to do that in order to use them. There is no one else to do it. The county has no obligation in the matter, and the United States has assumed no obligation, so far as repairs are concerned.

The CHAIRMAN. Do people outside the Cumberland Township take an interest in the maintenance of these roads?

Mr. McPHERSON. Yes; in getting access to this borough. It is the market for their products.

The CHAIRMAN. And it is the county seat of the county?

Mr. McPHERSON. Yes, sir.

The CHAIRMAN. So that the people of the entire county are interested in having these roads maintained, and if the people of Cumberland Township did not maintain them the people would have to do it by voluntary contribution?

Mr. McPHERSON. Yes. It is a necessity which is forced upon them.

Mr. SMITH. These roads are all north and south and west? None of them are east?

Mr. McPHERSON. Yes; the Hanover road runs east of the town in the direction of the cavalry fight. That fight occurred on the third day of the battle, and was a repulse by Gregg's cavalry of an attack by Stuart's cavalry on our right wing, made for the purpose of striking our center at the time of Pickett's charge in front.

Mr. TAYLOR. Your road taxes are collected by the township?

Mr. McPHERSON. Yes. Our supervisors collect the road tax.

Mr. SMITH. Does the State contribute anything to the road tax?

Mr. McPHERSON. By the act passed by the legislature in 1905 the State does contribute a portion to the townships which levy a cash tax, and that is 15 per cent of the amount which the townships contribute. Cumberland Township voted on that question, and voted it down. Two or three townships in the county have taken advantage of that.

The State of Pennsylvania has passed legislation which grants State aid to new construction of roads. It gives 66 per cent of the cost. The township pays one-sixth and the county pays one-sixth. But that only applies to where new construction is made according to plans prepared by the State.

The CHAIRMAN. That does not apply to Federal roads?

Mr. McPHERSON. No, sir.

The CHAIRMAN. The people of Cumberland Township could not get any State aid?

Mr. McPHERSON. No, sir. The only portion where that could be done would be the portion of the Emmitsburg road which was not ceded.

Mr. BUTT. And the United States Government will not improve that road until it is ceded. That begins here on this line [indicat-

ing], and beyond that a part was ceded to the United States Government. Here the trolley goes down to the Devil's Den [indicating].

Mr. McPHERSON. The Federal avenue coming from Round Top in this direction swings around and makes a junction at that point [indicating]. That is what is known as the Wheatfield road. Beyond that point there was a cavalry engagement, and that is the reason why the Emmitsburg road was extended that distance.

Mr. TAYLOR. Is that trolley on a part of the Emmitsburg road in the Sickles map and within the United States reservation?

Mr. McPHERSON. It is within the limits of the Sickles map, and within the area which the Secretary of War is authorized to acquire; and part of it has now been acquired—the abutting land.

Mr. TAYLOR. But the whole of it is not?

Mr. McPHERSON. No, sir.

Mr. TAYLOR. I suppose that must have operated in excluding it from the cession to the United States when they ceded the roads—the fact that it was outside of the lands owned by the United States?

Mr. McPHERSON. Oh, no. Many lands adjoining these roads that were ceded were not owned by the United States and have not yet been acquired by the United States.

Mr. SMITH. Do I understand that the Commission is so disposed that if this item is increased by a like amount they would apply it to the building of these roads?

Mr. BUTT. I will say this: We went, before we took any steps to this end—I went to Colonel Nicholson and said, "We feel that the citizens of Cumberland Township are being unfairly taxed in this matter, owing to your failure to build these roads, and we would like to have your cooperation rather than your opposition, if you feel you can give it;" and he said to me, "I am very free to say to you that if the money is provided for building these roads we will be glad to build them. It is a part of our plan and purpose, but we have not got the money to do it, and the money already appropriated has been used in making avenues over the field, in order to reach points of interest over the field." He said that to me; but I think if that amount is increased, it would be well to indicate for what purpose it is to be used, so that it can not be used for building boulevards over the field.

The CHAIRMAN. These roads are entirely within Government property?

Mr. BUTT. Undoubtedly; entirely within the Sickles map; and the cession of the roads was made at the instance of the Battlefield Commission there, and every road was measured to fit.

Mr. TAYLOR. I understood this gentleman to say they were not entirely on Government property. I understood they were not.

Mr. BUTT. Every road is within that map.

The CHAIRMAN. I do not think the committee understands, however, what that map comprises, and whether or not that has been used to fix the statutory limits of the battlefield of Gettysburg.

Mr. McPHERSON. Yes, sir.

The CHAIRMAN. That Sickles map has been used to fix the statutory limits of the battlefield?

Mr. BUTT. Yes; which it is contemplated to develop into a park.

Mr. McPHERSON. All these roads are within the limits of that park. The Secretary of War has not yet exercised his full power under the

acts creating the military park, under the appropriations which have been made here, to purchase every bit of land which they propose to purchase. These roads are within the limits of the Sickles map, but jurisdiction does not extend to all the Sickles map. In some instances the owners of abutting property are individuals and not the United States.

Mr. TAYLOR. Then the roads do not lie entirely within the property owned by the United States?

Mr. BUTT. Not as owned now; but as we say, it is the purpose of the United States to acquire all, or if not, nearly all, the land embraced within the Sickles map, under the act of Congress.

The CHAIRMAN. These roads are a part of the scheme of the development of Gettysburg Battlefield Memorial Park?

Mr. MCPHERSON. Yes, sir.

Mr. BUTT. Let me call your attention to this a moment: These roads are all clearly indicated in this act, which was drawn up by Col. John P. Nicholson, and which was passed at his instance by the Pennsylvania legislature in 1895. The act is No. 262, and is entitled—

**AN ACT to cede jurisdiction to the United States over certain public roads within the national park at Gettysburg, Pa.**

*Be it enacted, etc.,* That the jurisdiction of this Commonwealth is hereby ceded to the United States of America over the public roads and parts of the same hereinafter specified and described, included within the limits of the national park at Gettysburg, as defined by the act of Congress entitled, "An act to establish a national military park at Gettysburg, Pennsylvania," approved February eleventh, eighteen hundred and ninety-five, to wit:

First. That part of the public road known as the Carlisle road, extending from the borough line of Gettysburg northward by the various courses of the said road five thousand six hundred to the boundary of the aforesaid national park, as defined in the said act of Congress.

These roads are all within the battlefield limits as defined by the act of Congress.

Mr. SULLIVAN. Do you gentlemen happen to know whether the government of any civilized nation except the United States annually appropriates large sums of money for the perpetuation of the recollection of civil strife?

Mr. BUTT. I can not say from personal information, but I should think so.

Mr. MCPHERSON. I do not think the purpose of this is that. I think the development of the field is along broader lines than that. It pretends to be, at all events.

Mr. SULLIVAN. I thought perhaps you might know.

Mr. TAYLOR. What are these lines?

Mr. MCPHERSON. They mark the Confederate positions and they mark the Federal lines of battle. They describe the lines of Federal and Confederate troops on the field.

Mr. TAYLOR. That is still civil strife, is it not?

Mr. BUTT. Yes; it is civil strife, but valuable lessons can be learned from that strife, and I think those are the lessons intended to be learned by the Government.

Mr. SMITH. These roads would include actual Government land bought and paid for, on both sides?

Mr. BUTT. Yes; the Government owns along portions of these roads lands on one side or other.

Mr. SMITH. Does it not own lands on both sides over considerable portions of it?

Mr. BUTT. Yes; some portions of it it does.

Mr. SMITH. Ultimately, of course, the Government has got to buy up the land. Whether the piking on Government property at Government expense would not raise the price of private property, so that we would have to pay a higher price at last, is a question.

Mr. BUTT. We fix a maximum and minimum price there. That is \$100 per acre. They pay no more and no less. They go to the people and offer a hundred dollars. If they take it, all right; if they do not they go to the United States courts and condemn it. After the land is condemned, if a less price has been awarded than \$100 an acre, they get that \$100 an acre. It is conceded to them.

Mr. SMITH. If we should put a limitation upon the appropriation here that it should be used only upon roads where the Government owned adjacent property, would not the appropriation be easily expended on what the Government gets next year? Suppose we gave you half of what you ask next year, could that be expended in the places where the Government already owns adjacent property?

Mr. BUTT. I do not think it could be to advantage. If that were done they would build some remote roads, some byroads running from one avenue to another. Instead of building the main roads to the town they would have to build some byroads that would not be to the town at all.

Mr. SMITH. I ask you if the Government does not own adjacent property to a good many of these roads?

Mr. BUTT. It does. It owns on one side of the Taneytown road and on one side of the Emmitsburg road, but that is not ceded. On the Cadara property we have acquired about 100 acres there on one side. On the other side it has not been acquired. On the other side is where the National Guard expect to establish a camp.

The CHAIRMAN. Do they not own both sides of the Taneytown road?

Mr. BUTT. Yes; and they have built portions of it, uniting their avenues down at Meade's headquarters up to Hancock avenue, where it goes on the Taneytown road. They have built that in there. There is a little lake in there. There is about 100 feet there [indicating]. I do not think your suggestion would be feasible, for the reason that the roads that would be the most generally used and would be most necessary to be used by the public would be the roads that would be built last, and they require the most expense to be kept up, because they are used more than the others. Those byroads running from avenue to avenue are not so generally used.

Mr. SMITH. As I understood you to say, if the jury under the condemnation proceedings found less than a hundred dollars an acre, the Commission paid \$100 an acre anyway?

Mr. BUTT. Yes; they frequently settle that way.

Mr. SMITH. Would not the direct result of our paving these roads be to run these lands up above \$100 an acre?

Mr. BUTT. I would not think so. Would you, Mr. McPherson?

Mr. MCPHERSON. I think if that were a possibility the fact that these roads are under the jurisdiction of the United States, and by reason of that the use of the same could be restricted, would nullify

any advantage which the piking or the construction of piking might give to the increased valuation of the land.

Mr. BUTT. There are only two cases that I know of where more than \$100 has been paid. One of those is the ground over which Pickett's charge occurred. They paid, I believe, \$125 an acre for that at private sale.

Mr. SMITH. That is about the best agricultural land, is it not, in that neighborhood?

Mr. BUTT. It is good agricultural land.

Mr. SMITH. A good deal of this land in the reservation is rocky and rough and valueless for agricultural purposes, is it not?

Mr. BUTT. Yes; down in Devils Den and around Little Round Top and Big Round Top; the ground is very much broken there. The timber land is worth \$100 an acre. The Government owns all that.

Mr. SMITH. As to the place where the charge took place—Pickett's charge—being worth more, I think it is worth more as agricultural land.

Mr. McPHERSON. I think all the land the United States desires now is practically available for agriculture. All the land not practicable for agricultural purposes is already acquired.

Mr. BUTT. If the owner of any of that rocky and broken land undertook, before it was bought by the Government, to cut any timber on it, some one representing the Commission and thus representing the Government would come to him and say, "Do not cut a stick on that land. We want it." The private citizen was naturally afraid of the Commission, because it was a part of the United States Government. He would keep his hands off, consequently, and eventually the Commission would come around and offer \$100 an acre for it. The little peach orchard, Sherfy's peach orchard, which was famous in the history of the battle, was bought for \$300 or \$400 an acre. That is on the Emmitsburg road.

So far as enhancing the value of these lands goes, I have no doubt that the Government will continue to pay its fixed price—that is, \$100 an acre—whether there is a macadam road beside it or not; and I think, and so far as I am personally concerned I will say that I believe, if this appropriation is increased without saying for what purpose, the United States Commission at Gettysburg will use the amount of increase for the purpose of building these byroads.

The CHAIRMAN. Are you a citizen of Cumberland Township?

Mr. BUTT. I am a taxpayer there; so is Mr. McPherson, and so is Mr. Blocher. We are all taxpayers. When I was down here before four of us were residents of the township, and two of them were appointed a committee by the school board to see if this matter could not be done in order to relieve them from excessive taxation. Of course the school board does not have much money.

*Statement of facts relating to the proposed appropriation by the United States of America for the purpose of building and maintaining certain roads ceded by the State of Pennsylvania to the United States of America within the limits of the national park at Gettysburg, Pa.*

First. That the number of miles of roads ceded by the State of Pennsylvania to the United States within the limits of the national park at Gettysburg, Pa. is 14.2, of which the United States has already built 1 mile and 333 feet, which is indicated in red ink on the map hereto attached and made part of this statement, leaving unbuild and unimproved by the United States 13 miles 723 feet.

Second. That the United States has acquired by purchase and condemnation proceedings within the limits of the township of Cumberland, Adams County, Pa., 1,640 acres of land, and will, in the near future, acquire between 700 and 800 acres more, on which lands the United States pays no taxes, either county, school, or road.

That the lands already acquired by the United States constitute about one-ninth of the total area of said township, and by reason of their location near the limits of the borough of Gettysburg constitute about one-fifth of the taxable value of said township. That the taking of said lands by the United States as aforesaid without the payment of any taxes thereon toward the support of the municipal government of said township has greatly and unjustly burdened the other landowners of said township, and the only relief for this injustice would seem to be the making of an appropriation sufficient to build the roads ceded as aforesaid.

Third. That the legislature of Pennsylvania, at the request of the War Department of the United States, passed an act of assembly, which was approved June 26, 1895, a copy of which act is hereto attached and made part hereof, ceding to the United States portions of fourteen public roads radiating in various directions from the borough of Gettysburg, Pa., through the Gettysburg National Park, almost all of which roads are situate in Cumberland Township aforesaid, and over which the United States is authorized to exercise control and police regulations. These roads also connect with the avenues and boulevards constructed by the Gettysburg Battlefield Commission along the lines of battle of the Union and Confederate armies, and are all of the public roads leading into or out of said borough of Gettysburg.

Fourth. For the purpose of relieving the other landowners of said Cumberland Township from excessive and unfair taxation, owing to the acquisition by the United States of the lands aforesaid, an appropriation of \$35,000 is asked, to enable the Commissioners of the Gettysburg National Park to build said roads, or such portions thereof as, in the judgment of said Commissioners, should be built: the said sum of \$35,000 being the amount estimated as the cost of building said roads by S. Miley Miller, C. E., as per his certificate hereto attached.

March 26, 1906.

J. L. BUTT,  
DONALD P. McPHERSON,  
HARVEY D. BREAM,  
DAVID FORNEY,

*Committee Taxpayers Cumberland Township, Adams County, Pa.*

I, S. Miley Miller, civil engineer of Adams County, Pa., do hereby certify that I have examined the roads ceded by the State of Pennsylvania to the United States of America within the national park at Gettysburg, Pa.; that I am familiar with the cost of road building, materials, and the cost of labor, and the supply of each in that neighborhood, and that I, after a careful estimate, am satisfied that these roads can be macadamized or telfordized for the sum of \$2,500 per mile.

March 22, 1906.

S. MILEY MILLER, C. E.

[No. 262.]

**AN ACT** To cede jurisdiction to the United States over certain public roads within the national park at Gettysburg, Pennsylvania.

SECTION 1. *Be it enacted, &c.*, That the jurisdiction of this Commonwealth is hereby ceded to the United States of America over the public roads and parts of the same hereinafter specified and described, included within the limits of the national park at Gettysburg, as defined by the act of Congress entitled "An act to establish a national military park at Gettysburg, Pennsylvania," approved February eleven, one thousand eight hundred and ninety-five, to wit:

First. That part of the public road known as the Carlisle road, extending from the borough line of Gettysburg northward by the various courses of the said road five thousand six hundred feet to the boundary of the aforesaid national park, as defined in the said act of Congress.

Second. That part of the public road known as the Newville or Bendersville road, extending from its junction with the aforesaid Carlisle road northwest-

ward two thousand four hundred feet to the boundary of the aforesaid national park.

Third. That part of the public road known as the Harrisburg or Heidlersburg road, extending from the borough line of Gettysburg northward by the various courses of said road five thousand two hundred and fifty feet to the boundary of said national park.

Fourth. That part of the public road known as the Hunterstown road, extending from its junction with the York pike near Gettysburg northeastward three thousand six hundred and ninety feet to the boundary of the aforesaid national park.

Fifth. That part of the public road known as the Hanover road, extending from the borough line of Gettysburg at Rock Creek southeastward five thousand seven hundred feet to the boundary of said national park.

Sixth. That part of the public road known as the Taneytown road, extending from the borough line of Gettysburg southward nine thousand four hundred feet to the boundary of the aforesaid national park.

Seventh. That public road connecting the Taneytown road and the Baltimore pike, extending from the Taneytown road at the common corner of Patterson and Baker's lands on that road eastward by sundry courses four thousand three hundred feet to the Baltimore pike near McAlister's Hill.

Elighth. That public road known as the Wheatfield road, extending from its junction with the Taneytown road at Sedgwick Post-office westward by sundry courses and crossing the Emmittsburg road and Confederate avenue eight thousand five hundred and fifty feet to the boundary of the aforesaid national park, near the southwest corner of Martin's woods.

Ninth. That part of the public road known as the Emmittsburg road, extending from the crossing of the Wheatfield road at the peach orchard southwestward seven thousand eight hundred feet or more to the boundary of the aforesaid national park.

Tenth. That part of the public road known as the Hagerstown road, extending from the borough line of Gettysburg southwestward six thousand two hundred feet to the boundary of the aforesaid national park.

Eleventh. That part of the public road known as the Hereter's Mill road which begins at the Hagerstown road, about a furlong west of Reynolds avenue, extending thence northwestward by sundry courses and crossing Willoughby Run four thousand feet to the boundaries of the aforesaid national park.

Twelfth. That part of the public road which begins at the Chambersburg pike, at Herr's Tavern, extending thence southward two thousand feet to the boundary of the aforesaid national park.

Thirteenth. That part of the public road known as the Mummasburg road, extending from the borough line of Gettysburg northwestward six thousand three hundred feet to the boundary of the aforesaid national park.

Fourteenth. That public road connecting the Mummasburg road with the Chambersburg pike, beginning at the Mummasburg road on the summit of Seminary Ridge and extending thence southward by sundry courses three thousand eight hundred feet, crossing the railroad just east of where the Fifty-sixth Pennsylvania Regiment fired the first musket in the battle, to the Chambersburg pike, about a furlong from where Reynolds fell: *Provided, nevertheless*, That this cession is upon the express condition that the Commonwealth of Pennsylvania so far retains concurrent jurisdiction with the United States over said roads and parts of roads above described as that all civil and criminal process issued under the authority of this Commonwealth may be executed thereon in like manner as if this act had not passed: *Provided further*, That all offenses against the criminal laws of Pennsylvania committed on said roads or parts of roads shall remain, as before, cognizable in the courts of this Commonwealth, but nothing herein contained shall in any wise interfere with the jurisdiction of the United States over any matter embraced in the act of Congress establishing said national park, approved February eleventh, one thousand eight hundred and ninety-five, nor with any laws, rules, or regulations which have been or may be adopted by the Government of the United States for the preservation and protection of its property and rights on said ceded roads and parts of roads, and proper maintenance of good order thereon.

Approved the 26th day of June, A. D. 1895.

DANIEL H. HASTINGS.



WEDNESDAY, *May 2, 1906.***STATEMENT OF BRIG. GEN. ROBERT M. O'REILLY, ACCOMPANIED  
BY MAJ. CHARLES F. MASON.****ARTIFICIAL LIMBS.**

The CHAIRMAN. The first item is artificial limbs, General, on page 248. The current appropriation is \$425,000, and your estimate for the next fiscal year is \$145,000. Will you explain to the committee the cause of the difference between the estimate and the current appropriation? I understand the expenditures for this purpose vary every three years. I would like to have you explain fully to the committee why that is.

General O'REILLY. Under the law those who are entitled to an artificial limb, leg or arm, comprise not only the discharged soldiers and sailors who are pensioners and officers and soldiers, but also the hired men of the Army and Navy who have lost a limb while on duty, and under the law they are entitled to a new leg or arm once in three years, or commutation in value therefor at the rate of \$75 for a leg and \$50 for an arm. That is the reason why every three years the appropriation is larger than in the intervening years. One hundred and forty-five thousand dollars is the estimate for the coming fiscal year, which about covers the expense. That may be a few thousand dollars above the amount required, but we can not estimate more accurately.

The CHAIRMAN. Will you expend the full \$425,000 this year?

General O'REILLY. Those expenditures are available, you know, for two years, and we have quite a good many applicants who do not come in until near the close of that period. We have not expended all of that sum as yet.

The CHAIRMAN. You recommend there that the provision permitting the amount to be disbursed under the direction of the Secretary of War be omitted. What is the reason for that? Has the disbursement of this fund always been under the Secretary of War?

Major MASON. Under the Surgeon-General; yes, sir.

General O'REILLY. It was established in 1870.

Major MASON. Yes; it started in 1862 for soldiers and sailors, but in 1870 the law was passed making it applicable to the others.

**APPLIANCES FOR DISABLED VOLUNTEER SOLDIERS.**

The CHAIRMAN. The next is appliances for disabled soldiers. Your estimate for the next fiscal year is the same as the present fiscal year, \$2,000?

General O'REILLY. That is about the amount we expend each year, Mr. Tawney.

**SUPPORT AND MEDICAL TREATMENT OF DESTITUTE  
PATIENTS IN PROVIDENCE HOSPITAL.**

The CHAIRMAN. Now, on page 250 why do you recommend the omitting of the appropriation for the support and medical treatment of destitute patients at Providence Hospital?

General O'REILLY. Not I; never, Mr. Tawney. I never recommended it for one moment; no, sir.

The CHAIRMAN. Whose recommendation is it?

General O'REILLY. I have not the faintest shadow of an idea. It is not mine, nor the Secretary of War's.

Mr. SCOFIELD. It did not come from us.

The CHAIRMAN. It says here in the note, "The foregoing is included in the estimate for the District of Columbia for 1907."

General O'REILLY. But that is not our action. It never came from the War Department, sir. We sent in our estimate.

Mr. SMITH. There does not seem to have been an estimate since 1901, General.

Mr. SCOFIELD. Has it not been estimated for by the District for some years? The relations between the District and the War Department are somewhat intimate. In public buildings and grounds, and reservations, we come together, and we do things in that way. We had a joint interest in the approaches to the Aqueduct Bridge, and, as I say, in parking and reservations, we have had an interest in that, and there has been some relation between us.

Mr. SMITH. I do not understand how this item ever came here. It does not seem to have any relation to the Army at all.

General O'REILLY. For the last twenty years that I have been there the Surgeon-General's Office has had charge of it and gave out the permits. In the last two or three years, as a matter of courtesy instead of a matter of law, we have allowed those permits to be issued by the board of charities. Up to that time the permits were issued directly at my office.

Mr. SMITH. What is the reason why the Army should take care of any of the destitute people in Washington and not in the rest of the country?

General O'REILLY. No reason, except that at this time the Army was an organized institution, ready to do any work of that kind, just as is being done in San Francisco now, and the Government probably committed to the Surgeon-General's Office the contract with the Providence Hospital.

Mr. SULLIVAN. Are these destitute people soldiers and sailors?

General O'REILLY. No, sir. These destitute people are people who come here.

Mr. SULLIVAN. Are they civilians?

General O'REILLY. Yes, sir. The contract calls for the care of 95 per day. If the number falls below 95, they do not get the amount appropriated. If it runs over 95, they get only the amount appropriated. As a matter of fact, they have been taking care for a number of years on an average of 112 patients a day and receiving pay for 95.

Mr. SULLIVAN. Do these people apply to your department for treatment?

General O'REILLY. They did come to us until within the last two or three years, and then, partly as a matter of convenience and partly as a matter of courtesy to the board of charities, we sent applicants there for permits. I can require permits to be issued from my office now, just as before.

Mr. TAYLOR. Do you think it is more practical, as a matter of administration, to have it in the hands of the board of charities?

General O'REILLY. I do not know why that was, except simply as a matter of courtesy.

Mr. TAYLOR. Would you allow courtesy to overcome the best administration?

General O'REILLY. No, sir; but there did not seem to be any particular reason why they should not issue these permits more than I should.

Mr. SULLIVAN. Is there any particular reason why the application should come to you, rather than through the ordinary channel of the hospitals here?

General O'REILLY. There is no particular reason. The sisters of charity who are in charge of that institution are very conservative and very timid, and rather scared about anything new. They are perfectly familiar with doing the business with my office, and I suppose that is one reason why it has been kept there right along.

Mr. TAYLOR. The sisters of charity have charge of the hospital out at the Soldiers' Home, have they not?

General O'REILLY. No, sir; they have not charge of it, but they are employed there as nurses.

Mr. TAYLOR. You are connected with it?

General O'REILLY. I am a member of the board of commissioners for the Soldiers' Home.

Mr. TAYLOR. When did the sisters first go out there?

General O'REILLY. About three years ago. I can tell you the circumstances if you are interested in that.

Mr. TAYLOR. Yes, I am.

General O'REILLY. The question came up there about the proper nursing of these patients, and as the number of beneficiaries had increased, there was a larger proportion of men in the hospitals under treatment for more serious cases than there had been. It was a question of having female nurses, and the board took up the question of having female nurses and instructed the governor and surgeon of the hospital to investigate the matter.

The governor at that time was General Ruggles, and the surgeon was Major Debard, and they were instructed to investigate and report to the next meeting of the board of commissioners the number of female nurses that would be required and the cost of them. That board took up the question and made inquiries around here at the different hospitals and different training schools and elsewhere, and they reported to the next meeting of the board of governors that it would cost about \$900 a month with any nurses at all except the sisters of charity, who furnished so many sisters—I do not remember exactly how many—but so many two years' nurses at \$5 apiece. As a matter of fact, it costs per month \$130 or \$135 a month for the nursing, and that has been the case ever since. The board of governors authorized the president of the Home to employ them, and they have been there ever since on those terms.

Mr. TAYLOR. How much per month?

General O'REILLY. I think it is \$5 apiece.

Mr. TAYLOR. That was a saving of how much?

General O'REILLY. That was a saving of seven hundred and odd dollars per month.

The CHAIRMAN. General, the per capita cost of treatment and care of these indigent patients in Providence Hospital has been about \$165 a year. I mean that is the net cost, as compared with the cost in other hospitals, which runs all the way from \$250 to \$300 a year.

General O'REILLY. I have not made that calculation, Mr. Tawney. I can not answer that intelligently.

The CHAIRMAN. One hundred and sixty-five dollars is the minimum.

General O'REILLY. I think they have had an average of 112 patients per day. I think I can give you that information in writing.

The CHAIRMAN. That is paid out of this \$19,000?

General O'REILLY. They have to have 95 patients a day. If they get more than that they do not get any additional pay. If they get less than that their money is scaled down—that is, if they have only 90 patients their compensation is scaled down to 90. If they have 96, however, they get paid for only 95.

The CHAIRMAN. Notwithstanding the fact that the War Department has not estimated for this appropriation since 1901, the appropriation has been carried regularly in this bill, and this bill has the current appropriation. The current appropriation is carried here. The District appropriation bill has included this \$19,000 in a lump sum, which we have appropriated for the care of indigent patients in the District of Columbia, to be disbursed under the direction of the board of charities of the city. Would that deprive your Bureau of all jurisdiction and supervision over the matter of the care of indigent patients in the Providence Hospital?

General O'REILLY. Yes, sir; absolutely. All that we have to do with it now is derived from that previous method of carrying it.

The CHAIRMAN. Who after the beginning of the next fiscal year would be responsible for the administration other than the board of charities?

General O'REILLY. No one that I know of.

The CHAIRMAN. How would patients be admitted?

General O'REILLY. I suppose on the order of the board of charities.

The CHAIRMAN. How are they admitted now?

General O'REILLY. They have been admitted upon my order, or at least upon the order of my predecessors until comparatively recently, and then as a matter of courtesy more than anything else to the board of charities the permits were issued by them.

The CHAIRMAN. How long since has the board of charities been issuing permits?

General O'REILLY. I think about two years. I can not tell you positively about that.

The CHAIRMAN. For all practical purposes has the board of charities, then, been administering this fund for the last two years?

General O'REILLY. Not except in that way. We have the certification of the number of patients and vouchers, and they are made out in my office and sent to the auditor of the District for payment.

The CHAIRMAN. The vouchers go through your office to the auditor of the District?

General O'REILLY. Yes, sir.

The CHAIRMAN. The same is true of the Garfield Memorial Hospital, is it not?

General O'REILLY. No; that appropriation is not passed through the War Department.

WEDNESDAY, April 11, 1906.

NATIONAL HOME FOR DISABLED VOLUNTEER  
SOLDIERS.

**STATEMENT OF MAJ. MOSES HARRIS, GENERAL TREASURER,  
ACCOMPANIED BY FRANKLIN MURPHY, ESQ., GEN. THOMAS J.  
HENDERSON, AND SENATOR WILLIAM WARNER, OF THE  
BOARD OF MANAGERS.**

The CHAIRMAN. This meeting is for the purpose of hearing you gentlemen of the board in respect to the estimates submitted for the next fiscal year. We will take up first the items in relation to the Central Branch, at Dayton, Ohio, which is the main Branch?

Major HARRIS. Yes, sir.

The CHAIRMAN. Before you proceed to make your statement, there is one matter which I wish to call to your attention. The statute requires the board to submit with the estimates a detailed statement of expenditures, showing the number of people employed, the compensation paid, and also a detailed statement of miscellaneous expenditures. I observe that there is no such detailed statement accompanying the estimates this year. Can you explain why that statement has not been submitted?

Major HARRIS. That was due entirely to an error in the office. I had supposed that it accompanied the estimates. I have already telegraphed to New York to have it prepared at once, and I will have it here as soon as possible.

The CHAIRMAN. Has that statement been submitted in the last two years?

Major HARRIS. It has been submitted with the estimates annually until this year. It did not come in this year, owing to an error in the office.

Mr. SMITH. I do not know whether this is the proper place to call attention to the matter, but I also notice in the tabulated statement at the head of the various reports that they are not upon the same scheme and do not contain the same information, and consequently it is impossible for the committee to understand what is the relative expense of maintenance at the different institutions. Ought not these reports to be made uniform?

Major HARRIS. All the information which is contained in the first part of some of the governors' reports is contained in the others in tabulated form, and can be found if sufficient trouble is taken to hunt it up. We leave that portion of the report to the discretion of the governor.

Mr. SMITH. Some of the reports give the average number at the Home during the year and others do not, and some give the highest number at the Home during the year and others do not. It seems to me there should be some uniformity in the reports.

Major HARRIS. That can be arranged in the future without any trouble. All that information is included in the report of the Branch; it is further on in the same report. I can see that it would be of great assistance to the committee to have it uniform in that respect. Of course these are the reports of the governors, and we

have not attempted to prescribe the form other than as to certain data.

Mr. MURPHY. That is not only important for the committee, but it is important for the board; and this particular matter was brought up this morning by Congressman Brownlow, and I think that at the next meeting of the board I will offer a motion requiring the forms on which these reports of the governors are made to be furnished by headquarters and all to be precisely uniform. It will not only make it easier for the committee, but it will make it easier for us as well.

Major HARRIS. This tabulation which appears in the report of the Northwestern Branch is purely voluntary on the part of the governor. He has already reported that in another part of the report, but for the sake of easy reference he has placed it in the first part of the report, and of course to that extent it can be done very well in all the reports.

Mr. TAYLOR. I notice that the attention of the board was called to the sundry civil bill of last Congress, in which the requirement was made for a detailed estimate to be made. You understood that as applying to your board as well as to other departments of the Government?

Major HARRIS. Yes, sir.

Mr. TAYLOR. And this was simply an accident?

Major HARRIS. Yes, sir. The detailed estimates have come in, but this particular information was omitted through error.

Mr. SULLIVAN. The detailed expenditures?

Major HARRIS. Yes, sir; the detailed expenditures of last year.

The CHAIRMAN. I will read the statute, the act of August 5, 1892, which is as follows:

That hereafter the statement of expenses of the board of managers of the National Home for Disabled Volunteer Soldiers shall each year be submitted in the annual Book of Estimates, and shall be made to show the amount of salary or compensation paid to each of the officers and employees of said board, and there shall also be submitted therewith a statement showing the number of officers appointed at each of the Branch Homes under section 4829, Revised Statutes, the amount of salary or compensation paid to each, and the amount of allowance to each, if any, for contingent or other expenses.

That is the provision?

Major HARRIS. Yes, sir. That statement will be found on page 55 of the annual report in so far as relates to the salaries of the officers of the branches, the salaries of the board of managers, and the detailed expenditures of the board of managers.

The CHAIRMAN. This statute requires that statement to be submitted in connection with the estimates for the next fiscal year?

Major HARRIS. I understand, and it was an unfortunate omission.

Mr. MURPHY. You have telegraphed for it?

Major HARRIS. Yes, sir; and it will be here to-day. (See page —.)

Mr. TAYLOR. I want to ask you whether you understand the law and whether this was merely an accident?

Major HARRIS. Yes, sir; I understand it.

CENTRAL BRANCH, DAYTON, OHIO.

The CHAIRMAN. There is no increase asked for in the item "For current expenses," etc.

## CURRENT EXPENSES.

Major HARRIS. No, sir. "Household" is the first item under the Central Branch in which there is any increase.

Mr. SMITH. What unexpended balance, if any, has there been under the \$60,000?

Major HARRIS. There has been a small balance. Under "Household" there was an unexpended balance of \$1,462.99.

Mr. SMITH. That skips the first two items of the bill?

Major HARRIS. Yes, sir.

Mr. SMITH. They are both large items, and I would like to know to what extent there has been a surplus?

Major HARRIS. I have not the exact figures, but I am quite positive they were small, if any. There must be some small balance.

The CHAIRMAN. Can you ascertain and give us the exact figures, if there was any balance during the last fiscal year?

Major HARRIS. I will do so. (See page —.)

The CHAIRMAN. Are your accounts usually settled up at the close of the year?

Major HARRIS. They are generally settled up during the first quarter following.

The CHAIRMAN. We would like to know whether there was any balance remaining after all the obligations incurred in the fiscal year had been met?

Major HARRIS. Yes, sir. There are small balances in every case, because we are careful not to exceed the appropriation, and there must be something left to turn in, but in the case of "current expenses," it is never large, except we have money which accrues from the sale of the effects of deceased members. That is not available for general expenses; it is used only for paying claims.

## POSTHUMOUS FUND.

Mr. SMITH. I want to call your attention to this language: "*Provided*, That all receipts on account of the effects of deceased members during the fiscal year shall also be available for such payments; and for such other expenditures as can not be properly included under other heads of expenditure." That includes all payments?

Major HARRIS. It is not so construed. The Comptroller has decided that it is available for general expenses of the Home—that is, limited by the appropriation—but the general appropriation is available for paying claims on account of the effects of deceased members.

Mr. SMITH. Are you sure about that? The language is: "*Provided*, That all receipts on account of the effects of deceased members during the fiscal year shall also be available for such payment"—that is, all current expenditures—"and for such other expenditures as can not properly be included under other heads of expenditure."

Major HARRIS. It is construed to apply only to the language which precedes it.

The CHAIRMAN. Have you found it desirable in the administration of the affairs of the board to have this fund available for the payment of other expenditures, so if the language here does not

admit of it, would you advise that the language be so changed as to make that possible?

Major HARRIS. No, sir. I think it is very necessary that we should have a fund which can be used for the objects not entirely specified under the other heads of expenditure.

The CHAIRMAN. You are using this fund for expenditures of that sort?

Major HARRIS. Entirely. There may be some question as to certain expenditures, the expenditure may be perfectly legitimate, but it is not exactly classed under the other heads of expenditure, and in that case we put it under "current expenses." It is then subject to the criticism of the Auditor in the same way as other expenditures.

Mr. SULLIVAN. Your construction is that this posthumous fund is available to make payments to the heirs of deceased members and for any other of the current expenditures which are not enumerated?

Major HARRIS. No, sir.

Mr. SMITH. Is it not a fact that your report shows that it goes into the post fund after a certain time?

Major HARRIS. That is the pension money.

Mr. SMITH. No; but the posthumous pension money is included in the post fund?

Major HARRIS. That is all.

The CHAIRMAN. You have two posthumous funds?

Major HARRIS. This fund and the other fund.

Mr. SULLIVAN. When I speak of the posthumous fund I mean only the receipts on account of the effects of deceased members.

Major HARRIS. That is the posthumous fund.

Mr. SULLIVAN. That is available to pay the heirs of deceased members and for any other current expenditures not enumerated in the section?

Major HARRIS. No, sir.

Mr. SULLIVAN. What is the meaning of the language, "and for such other expenditures as can not properly be included under other heads of expenditure?"

Major HARRIS. The Comptroller construes that to apply to the appropriation and not to anything else.

Mr. SULLIVAN. You say that the Comptroller rules that that last section has application to all of the paragraphs except that which relates to the receipts or the account of the effects of deceased members?

Major HARRIS. Yes, sir.

Mr. MURPHY. We would like to have the committee understand that the total amount is quite insignificant. The fund that is left from deceased members that is not claimed by heirs runs in sums of \$2, \$3, \$5, \$6, \$8, and sometimes \$20. I suppose the average would be less than \$10, and they happen at rare intervals, and the whole thing from the entire Home is only a few hundred dollars. I do not suppose it would amount to a thousand dollars for all the 30,000 members of the Home. It is really quite insignificant.

Mr. SMITH. What is done with it?

Major HARRIS. All funds unexpended at the end of the fiscal year must be turned into the Treasury.

Mr. TAYLOR. All balances unexpended are turned into the Treasury?



Major HARRIS. Yes, sir.

Mr. TAYLOR. Annually?

Major HARRIS. Yes, sir; prior to September 30.

The CHAIRMAN. Including the amount of this posthumous fund?

Major HARRIS. Yes, sir; all unexpended balances under all the appropriations.

The CHAIRMAN. Suppose any claims arise?

Major HARRIS. They are settled by the Treasury Department after audit at our headquarters.

Mr. SULLIVAN. Do you not think it would be better to take out the words after "legal advice," in the fourth line from the bottom, "for payment due heirs of deceased members," and insert them in their proper place; "and for such other expenditures as can not properly be included under other heads of expenditure," then put in the colon and insert the words?

Major HARRIS. I think the language is all right as it is. I would not recommend any change.

Mr. SULLIVAN. You say the proviso relates solely to the effects of deceased members; in other words, the proviso applies solely to the payment due heirs of deceased members?

Major HARRIS. Yes, sir.

Mr. SULLIVAN. I think the section should be better arranged.

Major HARRIS. That would be very proper, but under the instruction of the Comptroller we think it is right, and in the interest of good administration I do not think that fund should be available for anything else.

Mr. SULLIVAN. I think we should make the statute read so plainly that no one can construe it otherwise.

The CHAIRMAN. Do you remember what year it was that this fund amounted in the aggregate to about \$100,000?

Major HARRIS. That was in 1894, when the change was made. We were then required to turn into the Treasury all the money which had accumulated. Prior to that the board of managers considered it a trust fund, and they liquidated the claims on account of the effects of deceased members from that fund, but on that date Congress provided that it be turned into the Treasury.

Mr. SMITH. That was not one year's accumulation, but the accumulation of all prior years?

Major HARRIS. Yes, sir. It virtually did away with the posthumous fund. There is nothing now except the paper account which show the amounts which accrue.

#### SUBSISTENCE.

The CHAIRMAN. I see you ask for no increased appropriation under "Subsistence." Do you know whether there was any balance left over from the last fiscal year?

Major HARRIS. I think there was.

The CHAIRMAN. Can you state the amount of that balance?

Major HARRIS. No; I can not. I have only the data in those cases in which increases are asked for, but it is inevitable that there will be some amount turned in.

The CHAIRMAN. If you can give us that amount in connection with the first item we would very much obliged.

Major HARRIS. I will do so. (See p. 1037.)

Mr. SMITH. And in that connection include all the other items not covered by the statement here?

Major HARRIS. Yes, sir.

The CHAIRMAN. It is suggested by Mr. Brownlow that hereafter in submitting the estimates it would be a good idea to submit the unexpended balances at the end of the fiscal year, if it is feasible.

Major HARRIS. Yes, sir; it is entirely feasible.

#### HOUSEHOLD EXPENSES.

The CHAIRMAN. "For household, namely, expenditures for furniture for officers' quarters," etc., you ask for an increase of \$4,000. Will you please explain the necessity for that increase?

Major HARRIS. We have erected there a new barrack and a new building for nurses' quarters. Of course they have to be heated and lighted and furnished, and the appropriation was increased in order to provide for that, and it was also thought that there would be an increase in the cost of fuel, and it appears now that there will be according to the state of the market.

The CHAIRMAN. How many additional buildings are there?

Major HARRIS. One barrack and one nurses' quarters. That might not cost \$4,000, but according to our best judgment they will require the amount asked for because coal will be higher than it was for the past year. Of course, if we do not expend it we will turn it in.

Mr. SMITH. This section like many others contains that which is objectionable to all members of the committee. It includes in the same item salaries, construction, and things necessary for carrying on the work.

I notice this section provides for coal and the like of that and then provides for the salaries of employees, engineers, and firemen, bath-house keepers, hall cleaners, laundrymen, gas makers, etc. I do not know in this bill that we can subdivide all the items, not certainly with the limited information we have of what the expenditures have been in the past. Personally, I object to grouping salaries of employees and furniture and fuel in one section. If you do that you might as well simply say appropriate so much for the National Home. I think the items should be separated, and I think this bill in the future should be further subdivided and that the salaries should be carried in a separate item from coal, fuel, repairs, etc.

Major HARRIS. This has always been done.

The CHAIRMAN. The estimates have been submitted in accordance with the previous law, and of course the board is not required to submit them in any other way than presented here. There is no criticism of the board. The committee might very properly consider the advisability of inserting a provision, which should be directory if not mandatory, requiring the segregation of these items in order that we may get some reasonably accurate idea of how much is expended for salaries and how much of this appropriation is used for maintenance.

Major HARRIS. The classification heretofore has been to enable it to be seen what was expended for subsistence and what for household expenses, which relate to the lodging and care of the members,

what for hospital purposes, the care of the sick, the transportation of members, cost of the repairs to the buildings of the Home, for farm purposes, and for clothing. We have ten institutions now, and under each one of those we have these different classifications. It seems to me if you attempt to still further limit it that it will certainly add very greatly to the labor of keeping the accounts, but it is a question for your committee to decide whether it is necessary.

Mr. SULLIVAN. Do you not keep a book that records the annual payments for salaries?

Major HARRIS. We keep a book which shows under the different heads the expenditures under that head. All salaries except for the separate employees are under "current expenses," but employees that are employed for "household" their salaries are properly paid from the "household" appropriation.

Mr. SULLIVAN. You have some officer who keeps track of the finances of the hospital?

Major HARRIS. That is the treasurer of the Branch.

Mr. SULLIVAN. And he keeps a record of the amounts paid for salaries and wages in the hospital?

Major HARRIS. Certainly; it is a general expenditure for hospital purposes.

Mr. SULLIVAN. Why would not that record serve as a basis for an estimate for the following year for salaries at the hospital, and what further labor is required?

Major HARRIS. You would then have another head of expenditure under each one of the separate heads of expenditure?

Mr. SULLIVAN. Yes, sir.

Major HARRIS. That would still further limit and specify the appropriation and add to the labor of keeping the accounts.

The CHAIRMAN. Do you mean to say, for example, that under "Current expenses" you enter all the expenditures for the various items that are carried here in this bill under that one head?

Major HARRIS. Yes, sir.

The CHAIRMAN. You do not keep any separate account of "Pay of officers and noncommissioned officers of the Home," payments for "chaplains, printers, bookbinders, librarians, musicians, and telephone operators." Is there any detailed account of that kept?

Major HARRIS. We keep an itemized account of all expenditures. We do not keep a separate account for each item.

Mr. TAYLOR. I notice that last year you made an estimate of \$137,000 for "Household," and it was reduced to \$134,000. Do you think you could reduce that estimate?

Major HARRIS. No, sir.

The CHAIRMAN. You were allowed \$3,000 less than the estimate for the current year. Has that inconvenienced you or interfered with the proper management?

Major HARRIS. We have been able to get through, because we have the allotment law, and we have to be very careful, and we would not exceed the appropriation even if we had to exclude members from the Home. We have done that at some of the Branches. We simply closed the Branches and said we could not take the men in, although they were disabled soldiers entitled to treatment under the law.

## HOSPITAL EXPENSES.

The CHAIRMAN. "For hospital" you ask for an increase of \$5,000.

Major HARRIS. There is a general increase called for at every Branch for hospital purposes, and it seems to be necessary inasmuch as the members are requiring very much more hospital treatment than ever before, and their disabilities are becoming greater every year.

The CHAIRMAN. This increase results from the necessity of employing more surgeons and nurses and purchasing more medicine?

Major HARRIS. We do not increase the number of employees if we can possibly avoid it, but we have to purchase more drugs and medicines and we have to keep up with the improvements in medical science for the treatment of the sick in the hospital. I think the increase is necessary.

The CHAIRMAN. Have you more people to treat now than formerly?

Major HARRIS. The number is increasing gradually every year.

Mr. SMITH. I notice you commence the paragraph with pay of assistant surgeons. The principal surgeon is paid out of the current expenses?

Major HARRIS. The principal surgeon is classified as an officer of the Home and is paid from the current expenses.

## REPAIRS.

The CHAIRMAN. In the item "for repairs," at the bottom of page 257, I observe that you ask for a material increase.

Major HARRIS. We have at the Central Branch a lot of boilers in the heating power plant that have been in use for many years, and it is now necessary to replace them. That is an expenditure under "Repairs," and the increase asked for is for the purpose of putting in about six new boilers.

The CHAIRMAN. The amount of the increase is \$14,000?

Major HARRIS. It is thought that we can get about six boilers for that money.

The CHAIRMAN. How long have these boilers been in use?

Major HARRIS. About twenty years.

The CHAIRMAN. What is the horsepower?

Major HARRIS. I can not say now exactly what it is. It is quite a considerable plant.

The CHAIRMAN. You have an estimate as to their cost?

Major HARRIS. Yes, sir.

The CHAIRMAN. How did you obtain the price for which you can obtain these boilers?

Major HARRIS. This estimate is made by the treasurer under the supervision of the governor of the Central Branch. It was sent in and we verified it from such experience as we have had there as to the cost of boilers. The \$14,000 seems to be very reasonable for that number. I doubt whether they can get six boilers, but they said they could.

The CHAIRMAN. In the event this increase is allowed is there anything in the law requiring the contract to be made after advertisement?

Major HARRIS. Yes, sir. We buy everything by advertisement and circular letter, and also use every possible means to get competition.

## WATER-SOFTENING PLANT.

The CHAIRMAN. On page 258 you have a recommendation for an increase of \$13,600, to be expended "For water-softening plant at main power house, Wagner Wells, and Lake pumping station," and also for an annex to hospital for eye and ear ward. Will you please explain that estimate?

Major HARRIS. The water-softening plant is recommended by the officers of the Branch. The water is very hard, and it makes a deposit in the tubes of the boilers which is destructive to the boilers and makes the cleaning expensive. This plant is to take the water as it comes in and make it chemically pure before it goes into the boilers. By that means we save the boilers and save the cost of cleaning and repairing them when they get out of order by the lime deposit.

The CHAIRMAN. Is it also intended to erect and maintain a pumping station in that connection?

Major HARRIS. No, sir. The appropriation asked for is to cover all the expenses incident to the installation of the apparatus.

The CHAIRMAN. On what basis did you estimate \$10,000?

Major HARRIS. That was the amount estimated by the Branch upon such information as they could get locally as to the matter.

Mr. SMITH. This is not to apply to the water for domestic consumption?

Major HARRIS. No, sir; only for the water used in the boilers.

Mr. SMITH. The water you have there is suitable for human use?

Major HARRIS. Yes, sir; it is the best we can get. It could be better. It is hard water.

Mr. SMITH. And it is not to be softened or chemically treated for human use?

Major HARRIS. No, sir.

Mr. SMITH. Simply for the mechanical use?

Major HARRIS. Yes, sir.

## ANNEX TO HOSPITAL FOR EAR AND EYE WARD.

Mr. TAWNEY. Will you explain to the committee the necessity for the annex to the hospital for eye and ear ward that is here proposed?

Major HARRIS. We have a special department there for the treatment of the eye and ear. We employ a specialist. The ward that is used now for that purpose is too small and is not what it should be.

A great many of the old members of the Home are afflicted with diseases of the eye, and many of them are transferred to the Central Branch to be treated, and as they grow older more of them are afflicted. There seems to be a necessity for improving that ward, and the amount asked for is small.

The CHAIRMAN. Do you have at each of the branch homes a part of the hospital devoted to the treatment of eye and ear diseases?

Major HARRIS. No, sir; we have at the Central Branch. We employ a specialist there and we send members from the other branches there when they need treatment, although recently we have employed physicians from the outside to come in and pay one or two visits a week to treat cases at the other Branches.

The CHAIRMAN. In the event of the appropriation for this purpose being allowed, will that lead to the necessity of similar appropriations for all the Branches?

Major HARRIS. No, sir; not at all.

The CHAIRMAN. Would not the necessity exist at the other Branches?

Major HARRIS. No, sir; because we would transfer the men from the other Branches to the Central Branch for treatment.

General HENDERSON. I have been there myself and had my own eyes treated for two weeks on one occasion. They have no oculist at any other Branch of the Home and have never asked for one. We occasionally send men who need treatment there from other Branches. I know the room is very much needed, because I have seen thirty or forty men there, and they were crowded out into a little narrow hall because there was not room for them. The oculist told me he ought to have more room.

The CHAIRMAN. If the members were not transferred from the Branches to the Central Home, those who need the eye and ear treatment, it would obviate the necessity of the erection of any building or the extension of the hospital?

Major HARRIS. Yes, sir. I do not think the board has any idea of establishing special treatment at all the different branches.

Mr. SMITH. While this is called the Central Branch, is it, as a matter of fact, taking into consideration the distribution of members, central?

Major HARRIS. It is somewhat central.

Mr. SMITH. If you have to transport members from one Home to the other for this treatment this is the cheapest location?

Major HARRIS. Yes, sir; I think it is, considering all the Branches.

Mr. MURPHY. And it is the largest Home.

Mr. SMITH. But my impression was there is only one Home east of it?

Mr. MURPHY. There are two—Hampton and Togus—and the Mountain Branch south.

Mr. SMITH. I was simply inquiring whether this was the most central Branch, in fact?

Major HARRIS. I think it is, because we have quite a number of Branches near by—the Marion Branch, at Marion, Ind.; the Northwestern Branch, at Milwaukee, and the Danville Branch, at Danville, Ill., are all within easy reaching distance of this Branch.

#### FARM.

The CHAIRMAN. The next item is "For farm." I observe in reading this paragraph that you do not propose any addition to your force or enlarge in any way the scope of the work for which the current appropriation provides, but you ask for an increase of \$2,000 in this appropriation?

Major HARRIS. Yes, sir. That is merely for the improvement of the grounds. It is for the enlargement of the cemetery and for the opening of an avenue to the cemetery.

The CHAIRMAN. Have you authority under this language to do that work?

Major HARRIS. Yes, sir. The present appropriation reads: "For flower garden, lawn, and park," and all the improvements to the park system are made from the "farm" appropriation.

Mr. SMITH. What does this item mean: "For rent of leased lands?"

Major HARRIS. That applies to the Southern Branch. That is the only Branch where we lease land.

The CHAIRMAN. Is a part of this appropriation intended to cover the leasing of lands at the Central Branch?

Major HARRIS. We lease no land at any of the Branches except at the Southern Branch.

Mr. SMITH. It is simply on account of the uniformity of language that it is put in here?

Major HARRIS. Yes, sir; that is the only object.

Mr. SMITH. You do not lease any land there?

Major HARRIS. No, sir.

The CHAIRMAN. The increased appropriation asked for the coming year is made necessary by reason of the enlargement of the cemetery?

Major HARRIS. That is one item. They have also recently established a dairy there for the production of milk for the use of the members, and that adds to the cost of the farm and maintenance.

The CHAIRMAN. What is the necessity for the increase in the cemetery? Is it not large enough?

Major HARRIS. It is for the purpose of enlarging the cemetery. We have an average of very nearly two deaths every day. The cemetery is quite an important part of the institution, and it is constantly enlarging. We have had to open up a new cemetery.

The CHAIRMAN. How much of the \$2,000 would be used for that purpose?

Major HARRIS. I think the largest part of it would be necessary to grade this proposed avenue and to lay out the cemetery.

The CHAIRMAN. How many people have you at the Central Branch?

Major HARRIS. We have about 5,000 there at the present time. We have nearly 6,000 on the rolls.

#### NORTHWESTERN BRANCH, MILWAUKEE, WIS.

##### CURRENT EXPENSES.

The CHAIRMAN. Now we come to page 259, "The Northwestern Branch, at Milwaukee, Wis.," and for "current expenses" there is an increase of \$1,500 asked for the coming fiscal year.

Major HARRIS. That is mainly required for the employment of additional civilian clerks to keep the accounts of the Home in the treasurer's office. The old men are getting so old that they are unreliable and not fit for clerical work. We use them just as long as we can, but every now and then it becomes necessary to replace them with civilians, and this increase is necessary in order to pay the civilian clerks at an increased expense.

The CHAIRMAN. When you employ these old men or inmates of the Home for clerical service do you compensate them?

Major HARRIS. We give them a small compensation.

The CHAIRMAN. You do not pay them as much as you would have to pay civilian clerks brought in to perform that service?

Major HARRIS. No, sir; not anywhere as much. The highest amount we pay any member as a clerk is \$35 a month.

## HOSPITAL EXPENSES.

The CHAIRMAN. The next increase asked for at the Northwestern Branch is on page 260, "For hospital."

Major HARRIS. The reasons for that increase are the same as the reasons stated for the Central Branch. They require additional civilian nurses and an additional amount for the purchase of drugs and hospital appliances.

The CHAIRMAN. Is that all you have to say in regard to the necessity for that increase?

Major HARRIS. Except to repeat what I said. The disabilities of the members are increasing, so that the expenses for their treatment must necessarily increase also, and the appropriation to meet the conditions should be increased.

## TRANSPORTATION.

Mr. SMITH. I would like to ask a question as to the item of transportation, at the top of page 261. Our advice from Colonel Brownlow is that transportation for the members of the Home falls as the Home becomes fully occupied by members.

Major HARRIS. Yes, sir.

Mr. SMITH. I notice this item for transportation of members of the Home at this particular Branch was started in 1894 with \$2,000, then you dropped to \$1,800, then to \$1,500, and then to \$1,000, and you have been steadily rising since that to \$1,200, then to \$1,500, and then to \$1,800. Why is it that these expenses instead of falling, as would be the usual experience, they seem to have been rising?

Major HARRIS. This appropriation has remained stationary since 1904.

Mr. SMITH. The appropriation has, but whether or not the expenditures have we have no information.

Major HARRIS. The unexpended balances are turned into the Treasury.

The CHAIRMAN. Is not that variation due at some of your Branches or all of your Branches to the increased accommodations provided for the soldiers?

Major HARRIS. Yes, sir. We have had to put up quite a number of new barracks during the period which you speak of.

Mr. SMITH. Has the Home at Milwaukee been greatly enlarged during that period?

Major HARRIS. Yes, sir. There has been some increase in the membership during that time.

## REPAIRS.

The CHAIRMAN. Will you explain the necessity for the increase in the item of "Repairs," on page 261?

Major HARRIS. That is an increase of \$1,000. They claim that the amount heretofore appropriated has not been sufficient to keep the buildings in the proper condition of repair. They are all old buildings, wooden buildings.

The CHAIRMAN. How many buildings have you there?



Major HARRIS. Thirty or forty buildings, at least; I can not say exactly.

The CHAIRMAN. When were they built? Do you remember?

Major HARRIS. It is one of the oldest Branches. The Branch was established in 1866, and we have been increasing it from time to time up to within ten years ago, and we have increased the hospital accommodations since that time. The buildings are mainly of frame construction, and they require more repairs than brick buildings. We have to expend money to keep up with the improvements in plumbing and sanitary arrangements.

The CHAIRMAN. That is all paid out of this appropriation?

Major HARRIS. Yes, sir.

The CHAIRMAN. You do not do, then, like the Army does—make repairs on buildings and grounds and charge them to the transportation appropriation?

Major HARRIS. No, sir. I think we are held down a little closer than the Army, and I know we try our best to observe the spirit of every law that is enacted by Congress for this Home. We turned in last year \$463, as closely as I can figure it.

The CHAIRMAN. That is at the Northwestern Branch?

Major HARRIS. Yes, sir.

#### OFFICERS' QUARTERS.

The CHAIRMAN. You have estimated \$7,500 for officers' quarters. Will you explain to the committee the necessity for that appropriation?

Major HARRIS. We have one officer there who is without quarters.

The CHAIRMAN. What do you mean by "quarters?"

Major HARRIS. A building to live in—a residence.

Mr. MURPHY. What the officers in the Army call "quarters."

The CHAIRMAN. This building is designed for his residence?

Major HARRIS. Yes, sir.

The CHAIRMAN. Not for the purpose of his office?

Major HARRIS. No, sir. It aims to provide a residence at the Branch where his duties are. He can not so well perform his duties if he resides outside the Home.

The CHAIRMAN. Where does he reside now?

Major HARRIS. He resides in quarters outside the Home. He did have a room in the hospital, but he is a married man and naturally desires a home.

The CHAIRMAN. What officer is this?

Major HARRIS. The commissary of subsistence.

The CHAIRMAN. Is that officer at every Branch or Home provided with a residence?

Major HARRIS. Yes, sir; all the officers are. This is the only case where we have an officer of the Home who is not provided with a residence, except possibly one or two chaplains.

The CHAIRMAN. You think that a residence, costing \$7,500, is necessary and in keeping with the other buildings?

Major HARRIS. I think it is. I am quite sure we can not build a house for any less with the present prices of materials. In fact, we will have to build a very modest house to come within that appropriation.

## REPAIR SHOP.

The CHAIRMAN. The next item is "For repair shop, \$3,500." That, I observe, is also new?

Major HARRIS. That was asked for last year, but the committee did not see its way to allowing it. The shops they are now using are some of the old farm buildings, and they are way down about half a mile or three-quarters of a mile from the main portion of the Branch and it is not only inconvenient for the employees, but they lose time in going to and from those shops. They are not really suitable for the work. It would be economy to put up a small shop—they are only asking for \$3,500—in the immediate vicinity of the power house and the main buildings of the Branch.

The CHAIRMAN. You have, in connection with the power house facilities for doing most of the repair work incident to the machinery, have you not?

Major HARRIS. Yes, sir. The chief engineer who is in charge of the power plant and the whole Branch, his duties are mostly at the power plant.

The CHAIRMAN. In connection with the power plant he has appliances and other facilities for making needed repairs?

Major HARRIS. Under our system he supervises all repairs at the Branch. The chief engineer is the construction officer of the Branch, and he supervises all repairs and construction. It is a matter of convenience. They perhaps could get along where they are, but they need the shop and have asked for it for that reason.

## EASTERN BRANCH, TOGUS, ME.

## CURRENT EXPENSES.

The CHAIRMAN. The next item is Eastern Branch, Togus, Me., and I notice that you have asked for an increase under "current expenses."

Major HARRIS. Yes, sir; \$800 is all they ask for. That is for the same reasons stated at the other Branches, for additional civilian clerks and the increased cost of clerical service.

The CHAIRMAN. That increase is necessary for the same reason you gave for the increase at the Northwestern Branch?

Major HARRIS. Yes, sir.

The CHAIRMAN. The necessity for the employment of civilian clerks instead of utilizing the members of the Homes?

Major HARRIS. Yes, sir. We do utilize the services of the members of the Home just as far as possible.

The CHAIRMAN. Perhaps I was not exactly correct in my statement in that respect.

## SUBSISTENCE.

I observe that you reduce the appropriation for "subsistence" at this Branch \$4,000?

Major HARRIS. Yes, sir. We found we could do that. They turned in a considerable sum on last year's appropriation.

The CHAIRMAN. How much did they turn in?

Major HARRIS. I do not recall. I did not bring those figures with me.

The CHAIRMAN. Does your report show it?

Major HARRIS. I have the data and I will send it to you to-morrow. (See page —.)

#### HOUSEHOLD EXPENSES.

The CHAIRMAN. In the next item "for household" I observe that you ask for an increase of \$5,000 for the coming fiscal year?

Major HARRIS. We have had a raise in the price of water there which we have had to meet, and they think that they will have to pay more for their coal, and for that reason they increase the estimate. I think it would be prudent to give it to them.

The CHAIRMAN. Who is the governor of the Home?

Major HARRIS. General Richards. He has only been appointed some few months. The former governor died not long ago. He is a very able and energetic man and keeps close watch over everything.

The CHAIRMAN. Have you any information from him which would indicate the necessity for this increased appropriation, except the increased price of coal?

Major HARRIS. We have enlarged the hospital and enlarged the library, and they require some little additional heat. Those items would help to cover the \$5,000 asked for.

The CHAIRMAN. Have you a new hospital there?

Major HARRIS. No, sir; but we have an addition that was built last year.

Mr. BROWNLOW. The executive part of the hospital is all new, and it cost about \$20,000?

Major HARRIS. Yes, sir; I think it cost \$18,000.

The CHAIRMAN. Is that building being heated now out of the appropriation for the current year?

Major HARRIS. Yes, sir; I think it is. They are running very close on their appropriation this year.

The CHAIRMAN. Will you have to heat any more buildings during the next fiscal year than you are heating now?

Major HARRIS. No, sir; I think not; but I think they will have to pay more for coal, and that Branch is badly located. It is down in the wilderness of Maine, and they have terrific winters, and if they have to skimp on fuel it is liable to cause suffering.

The CHAIRMAN. Is any part of the appropriation in the next item, "For hospital," available for the purchase of fuel in connection with the hospital?

Major HARRIS. Oh, no, sir.

The CHAIRMAN. The item "For household" includes fuel for all of the buildings at the Branch Homes?

Major HARRIS. Yes, sir; including the hospital.

Mr. SMITH. What do you mean by the increased cost of water?

Major HARRIS. We have to deal with the water company there, and the water is not cheap—that is, we have more trouble with the water than any other item of supply.

Mr. SMITH. You buy the water from a private water company?

Major HARRIS. It is a company that supplies water. It must be an independent corporation, but they are limited by the laws of the State in some way.

Mr. SMITH. You say they have increased the price of water at the Home?

Major HARRIS. Yes, sir.

Mr. SMITH. Do you know how much the increase is?

Major HARRIS. I can not say at this moment.

Mr. SMITH. Do you remember whether it is a few dollars or a considerable amount?

Major HARRIS. I think it amounts to \$1,500 a year, possibly.

Mr. MURPHY. The water question is quite a serious question at several of the Homes, and the local companies take advantage of us and make a price a little less than the interest and wear and tear on a private plant would be. They mark up the price so as to make it a little cheaper to buy the water than to put up a plant. Down at Hampton we can not get any good water.

The CHAIRMAN. Is it not possible for you to get a supply of water independent of the local companies?

Mr. MURPHY. At Hampton we sunk a well, but the water was not good for anything.

#### HOSPITAL EXPENSES.

The CHAIRMAN. The next item is "For hospitals," and there you ask for an increase of \$3,000.

Major HARRIS. The reasons I have stated for the other Branches apply to the Eastern Branch.

The CHAIRMAN. The increased service incident to the growing age of the inmates?

Major HARRIS. Yes, sir.

#### TRANSPORTATION.

The CHAIRMAN. I observe that you estimate less for transportation at this Home for the coming year than was appropriated for the current year.

Major HARRIS. Yes, sir.

The CHAIRMAN. Was there a surplus last year?

Major HARRIS. Yes, sir. I can not remember just how much it was. They found that they could get along with less.

#### REPAIRS.

The CHAIRMAN. The next item is in the middle of page 264. "For repairs," and I observe that there is an increase asked for of \$14,000 over the current year.

Major HARRIS. Yes, sir; and it is needed, I think. Quite extensive repairs are needed there for a number of the buildings.

The CHAIRMAN. When were you there last?

Major HARRIS. It is nearly a year since I was there, but we receive constant reports from there.

The CHAIRMAN. How many buildings have you there?

Major HARRIS. I think there are between thirty and forty buildings.

The CHAIRMAN. Your statement for the necessity of this increase is based upon the reports you have received from the officers of the Branch?

Major HARRIS. Yes, sir. We have a new governor there—General Richards.

The CHAIRMAN. Has he indicated the nature of the repairs?

Major HARRIS. Yes, sir.

Mr. WARNER. How about the inspection?

Major HARRIS. The buildings are inspected quite often.

The CHAIRMAN. Does the inspector also recommend this increased appropriation?

Major HARRIS. Yes, sir.

The CHAIRMAN. What is the character of the buildings?

Major HARRIS. Wooden.

The CHAIRMAN. Are they all wooden?

Major HARRIS. Yes, sir.

The CHAIRMAN. When was the Home built?

Major HARRIS. It is one of the oldest Homes; it was built in 1866, I think. The plumbing is very bad and should be replaced for sanitary reasons in many of the buildings.

#### COAL SHED.

The CHAIRMAN. I observe that you also estimate \$10,000 for a new coal shed.

Major HARRIS. That shed is badly needed. The coal comes by the Kennebec River and the schooners are landed at Gardiner, about 8 or 10 miles from the Branch. This coal shed is located at Gardiner.

The CHAIRMAN. Eight or 10 miles from the Branch?

Major HARRIS. Yes, sir. Then we have to transport the coal by contract from where we take it from the vessels to the Branch. The present shed is tumbling down.

The CHAIRMAN. Do you transport the coal by rail?

Major HARRIS. Yes, sir; by a little narrow-gauge railroad.

The CHAIRMAN. From Gardiner to the Home you transport the coal by rail?

Major HARRIS. Yes, sir.

The CHAIRMAN. This is for use at Gardiner?

Major HARRIS. Yes, sir; it is unloaded from the schooners.

The CHAIRMAN. How long does it remain there before you re-ship it?

Major HARRIS. It is brought from this coal shed as we require it for use at the Branch. Our facilities for storing at the Branch are limited.

The CHAIRMAN. You are using this as a storage place?

Major HARRIS. A storage place; yes, sir.

The CHAIRMAN. What is the size of the present building?

Major HARRIS. So far as the size is concerned it is insufficient; it is out of repair—it is falling down—and is not worth repairing.

The CHAIRMAN. Do you want to build a new one of about the same size?

Major HARRIS. About the same size.

The CHAIRMAN. So that the capacity of the present one is sufficient to accomodate you?

Major HARRIS. As long as it lasts.

Mr. SULLIVAN. What material will you use?

Major HARRIS. A wooden shed.

The CHAIRMAN. Can you give us any idea of the size?

Major HARRIS. From observation, I should think it was perhaps 150 feet long and some 30 or 40 feet wide.

Mr. TAYLOR. Do you know the original cost of the old shed?

Major HARRIS. I do not know; it was so many years ago.

The CHAIRMAN. Do you know the capacity?

Major HARRIS. I could not state.

The CHAIRMAN. How much storage capacity do you require?

Major HARRIS. About 1,000 tons.

The CHAIRMAN. The reason I make these inquiries is because the committee thought the estimate was rather large for a coal shed of the size necessary to accommodate you.

Major HARRIS. It is a modern improvement to facilitate the unloading of coal and to avoid labor. They want it so they can use barges for unloading from the schooners and dump it in. I am not prepared to say just what these improvements are, but they expressed it as having a track on the inside so that a cargo of coal could be discharged with a minimum of labor.

The CHAIRMAN. I don't see how you can put an appliance in of that kind on that appropriation.

Major HARRIS (continuing). And running the length of the shed, so as to avoid carrying it on the men's backs. Those things cost.

Mr. TAYLOR. Do you propose to buy a site at Gardiner for this shed?

Major HARRIS. No; we own the site.

Mr. SMITH. The chairman's question just now was, How can you construct this shed under this appropriation?

Major HARRIS. We could try it.

Mr. SULLIVAN. Are these facilities for loading or unloading?

Major HARRIS. Unloading.

Mr. SULLIVAN. I think it had better be described that way then.

Major HARRIS. That would make it more full.

Mr. SULLIVAN. They contemplate having hoisting machinery so as to lift the coal in large buckets from the schooners up to the storage vaults?

Major HARRIS. To distribute it from one end of the shed to the other.

Mr. SULLIVAN. What means have they got for taking it from the shed and putting it on the car to transport it?

Major HARRIS. The cars run up near the shed—I don't think they can shovel it right from the shed to the track.

Mr. SULLIVAN. They intend to bring it from the cars up to the shed and shovel it from the shed to the cars?

Major HARRIS. Yes.

The CHAIRMAN. Do they unload this coal from the barges onto the cars?

Major HARRIS. No; they unload it from the schooners and put it in the shed, and we take it from the shed to the cars.

The CHAIRMAN. I understood you to say a moment ago that these hoisting machines took the coal out of the schooners and ran it to the cars—distributed it around.

Major HARRIS. A little traveling car on this elevated track, so as to distribute it along the length of the coal shed.

The CHAIRMAN. How close to the landing, or where the boat unloads, is your shed located?

Major HARRIS. Directly on the landing, on the dock, right at the dock, so that the coal can be discharged directly into the shed.

The CHAIRMAN. Do you find it more economical to handle the supply of coal in that way than to ship it direct from Gardiner by rail to Togus, Me., and store it there?

Major HARRIS. Transportation facilities are such that we can do it cheaper this way than by making any contract with the railroad company.

The CHAIRMAN. This calls for a double handling.

Major HARRIS. It would have to be handled by somebody, anyway.

The CHAIRMAN. I understand that you take it from the schooner to the car, and unload it at the post at Togus, Me.

Mr. MURPHY. The entire facilities of this railroad are not equal to handling the coal at one time; it would be a month's work for that railroad.

Major HARRIS. It is a small road; I don't believe they own more than a dozen freight cars and two or three passenger cars.

The CHAIRMAN. I still do not see how you can construct your appliances for unloading under this provision.

Mr. MURPHY. Can not you phrase it so that there will be no doubt about it?

Major HARRIS. If the committee is too specific, the Comptroller holds us down to the language, and we get in trouble that way. The broader you can make the appropriation the better it suits us.

The CHAIRMAN. The committee has discovered that that is the desire of most of the administrative officers.

Mr. SULLIVAN. We might make it, "New coal shed, including facilities for storage, loading, and unloading."

Major HARRIS. "New coal shed and appliances" would answer every purpose.

Mr. MURPHY. I fancy the appliances would really be about half the cost.

#### TOILET ROOMS FOR HOSPITAL.

The CHAIRMAN. The next item is "For toilet rooms for hospital, \$5,000."

Major HARRIS. Those are very necessary. It is intended to fit up 4 new toilet rooms in the hospital. The present equipment is worn out, it is not sanitary, and it is not fit to be used in the hospital. It is absolutely necessary that it shall be replaced. It will take all of that money to fit up those four rooms.

The CHAIRMAN. I presume that would also involve new plumbing?

Major HARRIS. New plumbing would be principally the expense.

#### CHAPEL.

(See also p. 1017.)

The CHAIRMAN. The next item is "For the construction of a chapel, \$12,000."

Major HARRIS. That is asked for by the Roman Catholic chaplain as being necessary.

Mr. TAYLOR. Can you tell what proportion of your Home are Roman Catholics?

Major HARRIS. Fully one-half, I think.

Mr. MURPHY. Not very far from one-half.

Mr. HARRIS. This chapel is said to be required for the accommodation of the Roman Catholic members of the Branch. The seating capacity of the chapel now in use is inadequate for the accommodation of the members of the Branch, being 385. They get along now by using the same chapel, and they don't like it.

Mr. SMITH. What is your idea as to how much seating capacity you can obtain in a chapel at a cost of \$12,000?

Major HARRIS. Six or seven hundred.

#### POPULATION OF HOMES.

Mr. SMITH. Right in this connection I wanted to ask for information whether it is your judgment, General, that the average number in attendance at all of the Soldiers' Homes will increase or diminish in the next few years? Will the increasing disabilities offset the deaths?

Major HARRIS. We did increase over 1,000 members last year, that we are taking care of.

Mr. SMITH. What is your judgment; will it continue to show that for some time?

Major HARRIS. I think it will for a number of years. As men grow old they are in greater need of care, and they naturally go to the Homes.

Mr. SMITH. What figure, if any, do the survivors of recent wars cut in the membership of the Homes? Does the Spanish war amount to anything in the Homes as early as this?

Major HARRIS. We have about 500 Spanish-war veterans.

Mr. SMITH. You have some veterans of the Indian wars and the like?

Major HARRIS. Yes, sir.

Mr. MURPHY. Very few.

Major HARRIS. We don't take any survivors of Indian wars unless it is classed as a war. In fact, the law now reads that we can not take any who have fought against Indians on the plains, and they will not take them in the Soldiers' Home in Washington here. The consequence is they are left out. I think the law ought to permit us to take them.

Mr. SMITH. There is no place now to take care of any disabled Union soldier who was not engaged in the civil or Spanish war, unless he served a long period; that is, he could not come to Washington.

Major HARRIS. All of his disabilities must have been incurred in the line of duty.

Mr. SMITH. It is a fact, is it not, that a few men enlisted after the civil war, remained in the Army fifteen years, and in all the Indian wars that might have followed the civil war, but were not discharged for disability traceable to the service, and that if they are now broken down there is no place provided for them?

Major HARRIS. No; excepting at the State Homes.



Mr. SMITH. After all of these arduous Indian wars there is no place at all for them unless the States see fit to take care of them?

Major HARRIS. No, sir. We get many applications from them, and they have to be refused.

CHAPEL.

The CHAIRMAN. Is this chapel intended for exclusive use of the Catholics?

Major HARRIS. Yes, sir.

The CHAIRMAN. Is there a Protestant chapel there?

Major HARRIS. The Protestant chapel there is used in common by both Protestants and Catholics.

The CHAIRMAN. Used now in common?

Major HARRIS. The Roman Catholics have the basement and the Protestants have the ground floor. The basement is an unsuitable place for the service.

Mr. SMITH. Still they do have services at different hours, too?

Major HARRIS. They do, at different hours.

The CHAIRMAN. What is the capacity of the present chapel?

Major HARRIS. About 350.

The CHAIRMAN. Both the ground floor and the basement floor would accommodate about 350?

Major HARRIS. No; 350 in the portion occupied by the Roman Catholics.

Mr. SMITH. Three hundred and eighty-five, is it not?

The CHAIRMAN. On the ground floor?

Mr. SMITH. Either floor, I suppose. My recollection is that this special report on this item shows that they have a seating capacity for 385.

Major HARRIS. It is 385; that is right.

The CHAIRMAN. That would be both floors. Do you mean for each floor?

Major HARRIS. I am not certain about that.

Mr. MURPHY. I think it is each floor.

The CHAIRMAN. How many are there in the Home?

Major HARRIS. About 2,000 members.

The CHAIRMAN. Do you know whether, before making this estimate, plans or specifications were prepared on the judgment of any architect as to the cost of this chapel?

Major HARRIS. No, sir; there has been nothing done.

The CHAIRMAN. It is a mere guess?

Major HARRIS. It is a mere guess; yes, sir.

The CHAIRMAN. You think that \$12,000 will be necessary?

Major HARRIS. I think we have had the advice of the architect at the Home, and his advice is that it will cost at least that much to put up a proper chapel.

The CHAIRMAN. Have you not any data furnished by the engineer at the Home upon which to base your estimate?

Major HARRIS. No, sir. The question about it came up after the regular estimates had gone in. It was put in in deference to the earnest request of the Roman Catholic chaplain there.

Mr. SMITH. What is the fact as to whether this old chapel is really a suitable building for Protestants' use?

Major HARRIS. I think it will answer the purposes for Protestant use.

Mr. SMITH. It is a respectable building, is it?

Major HARRIS. Quite a respectable building.

The CHAIRMAN. A wooden building?

Major HARRIS. Yes, sir. The basement is objectionable at Togo because the Branch is located almost in a swamp—damp ground—and the basements are damp.

#### SOUTHERN BRANCH, HAMPTON, VA.

##### CURRENT EXPENSES.

The CHAIRMAN. We will now go to the Southern Branch at Hampton, Va. For current expenses, including the same objects specified under this head for the Central Branch, you ask for an increase of \$500.

Major HARRIS. That is for the same reason stated in the other cases—increased clerical service of civilians.

##### HOUSEHOLD EXPENSES.

The CHAIRMAN. Under the head of "Household" for this Branch you reduce the appropriation \$6,000.

Major HARRIS. They thought they could do that.

The CHAIRMAN. Was their surplus turned in the last fiscal year?

Major HARRIS. We had a larger appropriation than usual last year.

The CHAIRMAN. However, the appropriation was not more than you estimated?

Major HARRIS. No, sir; they got frightened at the coal strike two years ago, and they thought they would make it large enough.

The CHAIRMAN. You can not say whether any part of this appropriation was turned in?

Major HARRIS. Some portion of it was; yes, sir.

The CHAIRMAN. Some portion of the appropriation for 1905 was turned back?

Major HARRIS. Some portion; but I have not the figures.

##### HOSPITAL EXPENSES.

The CHAIRMAN. For hospital you ask for eighteen hundred dollars increase.

Major HARRIS. That is for the same reasons as stated in regard to the other Branches. We require additional civilian nurses, and the medical supplies cost more than they have.

##### TRANSPORTATION.

The CHAIRMAN. You estimate an increase for transportation of \$700.

Major HARRIS. Their transportation fund has been inadequate for the last two or three years, and that increase is believed to be neces-

sary. We have had a deficiency appropriation at this session of Congress to make up for last year's deficit.

The CHAIRMAN. Have you submitted an estimate for a deficiency on the current year?

Major HARRIS. It has been made in the last deficiency bill.

The CHAIRMAN. For the Southern Branch?

Major HARRIS. I think so.

The CHAIRMAN. I think it was the Mountain Branch.

Major HARRIS. I may be wrong; it was the year before.

The CHAIRMAN. You had a deficiency in 1905 of \$500.

Mr. MURPHY. I may say to the committee that there has not been a quarter since I have been manager of the Southern Branch that I have not refused applications for transportation, or else compelled the applicant to pay his own transportation. I don't know why it has continued so long. I have been informed by the officers that the fund was exhausted, and the applicants must pay their own transportation. If you will notice, this amount went up to \$2,750 in 1902, and it has been coming down until it reached \$1,300 last year.

The CHAIRMAN. I will ask you, and the question was suggested by a remark which was made to me a few days ago by the administrative officers here in Washington. There seems to be some misunderstanding of the law regarding the apportionment of the appropriation. Some administrative officers have the idea that when they make an allotment of a month's apportionment if they have a surplus remaining over that they can not apply to the next quarter if it should be necessary.

Major HARRIS. We have construed it differently.

The CHAIRMAN. Then you have construed it right. The allotment is made by the administrative officer himself, and he can adjust it as he sees fit.

Major HARRIS. We thought that was the object of the law, and that we could use it not exceeding the total amount for the whole year.

#### REPAIRS.

The CHAIRMAN. The next item is for repairs. You have asked for an increase there.

Major HARRIS. The Southern Branch is an old Branch; the buildings are frame, most of them; they require more repairs than at some other Branches. This increase is for general repairs. Some of the bridges need replacing across the creeks, and part will be used for that purpose.

Mr. TAYLOR. Was there any surplus in this item last year?

Major HARRIS. We turned in \$371.

#### DREDGING AND FILLING.

The CHAIRMAN. On page 267, at the bottom of the page, you are estimating for dredging and filling, \$16,500.

Mr. MURPHY. I think that has been taken care of in the special bill.

Major HARRIS. That can be omitted from this; that goes out.

## JONES CREEK IMPROVEMENT.

The CHAIRMAN. The next item is "For improvement of Jones Creek, \$6,000." That is at the Southern Home, is it not?

Major HARRIS. The Southern Branch, Hampton, Va.

The CHAIRMAN. What is the nature of these improvements?

Major HARRIS. That is for the purpose of continuing the improvement that was made by previous appropriations. It is proposed to improve the creek by extending the abutments a longer distance. It will give us some additional ground and improve the channel of the creek so that the coal barges can come up the creek nearer the power house, where the coal is used.

Mr. MURPHY. I think it comes up to the power house, opposite and parallel with the power house. It comes up so that the power house is about 100 feet from the creek. But the point is that we want to improve the creek so that we can carry our coal practically up to the power house, so as to save transportation; and the saving of transportation of coal by this improvement of the creek will not only give us more land, varying from 15 to 30 or 40 feet along the edge of it, usable land, but it will enable us to bring the coal up to the nearest point to the power house so as to have the haulage the shortest distance.

The CHAIRMAN. The dredging and filling you say is appropriated for in the urgent deficiency bill. Is it the dredging of this particular creek, Jones Creek?

Mr. MURPHY. That dredging, as I understand it, included the filling of the portion already built. Jones Creek runs into Hampton Roads. Now, under a former appropriation and the supplemental appropriation, a certain amount of this abutment has been constructed, a sea wall has been built out in Hampton Roads which extends the land some 700 or 800 feet out. The filling of that has already been provided for. That is what this dredging and filling means. The abutment provided for in the last bill is now filled—that is, the ground is filled—by the appropriation already made.

The CHAIRMAN. How much has heretofore been appropriated for the improvement of Jones Creek?

Mr. MURPHY. My recollection is \$4,640.

The CHAIRMAN. Has that been expended?

Major HARRIS. Yes, sir.

The CHAIRMAN. And the \$6,000 asked for is deemed necessary to complete the improvement which was authorized by that previous appropriation?

Major HARRIS. Yes, sir. As I understand, that is all that will be required.

The CHAIRMAN. Will this complete it?

Mr. MURPHY. That brings our channel up so that we can bring our boats abaft of the power house without unloading.

The CHAIRMAN. We might say "The completion of the improvement of Jones Creek."

Mr. MURPHY. I don't see any objection to that.

Major HARRIS. It is barely possible they might not have money to do the filling; it is pretty hard to calculate just how much it will take.

The CHAIRMAN. The filling is not necessarily a part of the improve-

ment of the creek. If you want anything in addition to the filling you will have to ask for that under different language.

Mr. MURPHY. That could be done.

The CHAIRMAN. The idea of these indefinite appropriations is one that the committee is trying to get away from; trying to get the administrative officers away from asking for them, and to appropriate in language that will indicate what the appropriation is for.

Mr. MURPHY. This is really for the continuation of the abutment, so that we can have the channel——

The CHAIRMAN. Will the channel need to be dredged in order to make it possible for the boats to come up?

Mr. MURPHY. I am not sure, but there may be a little dredging. It won't be very much, but there may be some. It would save, however, in a short time more than the cost in transportation.

The CHAIRMAN. We appropriate now for the completion of the work. You know how far you are going, you have an estimate of the cost. I can see no objection in putting in there "For completion of Jones Creek improvement, \$6,000."

Mr. MURPHY. No objection to that, Mr. Chairman.

Mr. SMITH. It is said that this will save a great deal of cost. Now you are able to get part way up Jones Creek, are you not?

Mr. MURPHY. Yes, sir.

Mr. SMITH. How much farther can you get up by this improvement?

Mr. MURPHY. I think about 900 feet.

Mr. SMITH. As I understand you, Jones Creek does not come to the place where the coal is deposited.

Mr. MURPHY. Jones Creek does, but we are unable to land coal because of the long bank; there is a shelving bank, and we fill in, so as to get the room necessary.

Mr. SMITH. I understand the statement to be made that even when you get up the channel to the place opposite the deposit of the coal that you are not up to the place of deposit and still have to carry it some distance.

Mr. MURPHY. About 100 feet.

Mr. SMITH. How would you carry it 100 feet?

Mr. MURPHY. Wheel it in wheelbarrows. It is a small matter for us. Perhaps we might construct a coal shed right on the wharf and store it there. I have an idea that is what we might do. Up to this time we have been unloading up to the mouth of Jones Creek and have been carrying it about an eighth of a mile.

The CHAIRMAN. By wagons?

Mr. MURPHY. Wagons.

Mr. SMITH. I know out home that we could haul coal with wagons from 1 to 2 miles at exactly the same price that we could haul it 100 feet to the house. What I am trying to get at is where the saving will come in. If you have to haul this coal in wheelbarrows, wouldn't it cost as much to hire it done in that way as to haul it?

Mr. MURPHY. That is a good deal like the question of putting a fish in a basin of water filled to the brim without overflowing. You could not haul a load of coal a mile as cheaply as you can haul it 100 feet. You may pay the same price to have it done by somebody else, but you will do it much cheaper if you carry it 100 feet than if you carry it a mile. We are doing it ourselves; that is the difference.

Mr. SMITH. You may be right, but in a wagon you carry much more than in a wheelbarrow. Consequently it would be a matter of some doubt whether you could carry it a small distance cheaper.

Mr. MURPHY. My own judgment is that we will probably put the coal storage right there.

The CHAIRMAN. You employ other agencies for the transportation of coal from the mouth of the creek up to the power house now and pay for it, whereas here, if you unload your coal, you would use the inmates for the purpose of transporting it to the power house. the 100 feet.

Major HARRIS. It would be practical to put in a railway track that short distance, from the depositing place to the power house.

Mr. MURPHY. I wish you could see Jones Creek; and next year, if you do what I hope you will do for us this year, I would like to have this committee spend Sunday at Hampton. It will do them more good than to go to church, because you will see one of the Homes under good operation; you will see the general situation. We take some little pride in the appearance of things. This creek has a ragged edge, a marshy edge, and we are trying to fill it up with the cinders, but are making slow progress.

If we make this abutment up to the power house, we will fill it in and have an addition to our establishment down there which will be worth many times \$6,000, in my judgment. Not only that, but we would use that ground for some purpose, if not more than a resting place for the old soldiers, while practically the economical point is to save in the haulage of the coal, yet there are a great many other things about it that justify the expenditure of this small sum.

#### HOSPITAL ELEVATOR.

The CHAIRMAN. You have here a supplemental estimate of \$6,000 for an elevator in the hospital.

Major HARRIS. That is a very important object.

The CHAIRMAN. When did the importance become so manifest to the board, before or after the estimates were submitted?

Major HARRIS. There have been some recent changes.

The CHAIRMAN. Why was it not included in the estimates when submitted?

Major HARRIS. These estimates originated at the Branches and they are supervised at the headquarters office with such information as we have. Of course it might be apparent that an elevator was needed at the hospital, but as long as it was not brought to the attention of the headquarters it would not be included in the estimates. The superintendent of the Branch had heretofore failed to put it in. It has been suggested by the inspection officers, and they believe that it is necessary. It has become more necessary as the years go by on account of the men growing older.

The CHAIRMAN. One reason why I call attention to this is, that we have a law requiring estimates to be submitted at certain times so Congress may get some idea at the opening what the aggregate expenditure is going to be, and make comparisons with the revenue of the Government. We also have an anti-deficiency law. These supplemental estimates are in the nature of a deficiency. At the same time we are trying to get rid of extra appropriations, and also

we are trying to get the men to submit estimates at the proper time. You say it is absolutely necessary to have this elevator?

Major HARRIS. I think it is, because the hospital is unprovided with an elevator.

The CHAIRMAN. How many stories high is the hospital?

Major HARRIS. Two stories and an attic. This elevator will only go to the second floor of the hospital.

The CHAIRMAN. Do you know what character of elevator has been estimated for; what kind of construction?

Major HARRIS. I think they contemplate putting in an electric elevator.

The CHAIRMAN. It is not a regular passenger elevator?

Major HARRIS. Yes; to be used for passenger purposes and other purposes also.

The CHAIRMAN. That is not the kind of an elevator they have in a hospital, a regular passenger elevator. Do you know anything about how they arrived at the conclusion of \$6,000 to be required for this purpose? Have you information there that you can give the committee on that point?

Mr. MURPHY. I know something about that; that is my particular branch. The governor had a number of estimates made—I think three—and he wrote me about it, saying that he had forwarded to the headquarters an estimate of \$6,000, that being the lowest sum at which the elevator could be obtained.

Major HARRIS. It has been thoroughly investigated.

Mr. MURPHY. The need for this is emphasized by the visit of our present inspector, who really is our medical inspector. Coming down for the first time, he saw the necessity for this elevator. The Major is entirely right about it. The surgeon ought to have put in an estimate for it some time ago. Indeed, it should have been put in when the hospital was built. That Branch has had a stepmother's care for five or ten years, and there are a good many things down there that are not right. We are doing the best we can to get them in shape.

The CHAIRMAN. How are the patients taken up and down now?

Mr. MURPHY. Carried on stretchers up and down stairs. So far as I know, this is the only hospital in the ten Homes that is not provided with an elevator.

Mr. TAYLOR. Is there any present intention of building a new hospital within a short time?

#### ADDITIONAL LAND.

Mr. MURPHY. Not if you pass the next item, Mr. Taylor. The present hospital is on leased ground.

Mr. TAYLOR. Forty-three acres of leased ground.

Mr. MURPHY. If you buy that ground, there is no reason why a new hospital should be built. It is not at all a great building, but it is a good enough building. It is the best building we have down there. It is plain, comparatively new, in good condition, and serviceable, and I don't see why a new hospital should be built.

Mr. SULLIVAN. Unless we buy this ground it will be forfeited to the owner?

Mr. MURPHY. Yes, sir.

The CHAIRMAN. Now we come to the item, on page 268, "For the purchase of the additional land, \$129,000." That is for this Home or Branch—the Southern Branch.

Mr. MURPHY. I think I know the story pretty well. I wish I had brought a map with me, as it would have allowed me to explain it much better. But I will endeavor to make it clear. [Explaining to the committee with a diagram.] Now, here is the ground occupied by the Home, an avenue running right through there—I think they call it McClellan avenue—which divides the land of the Home.

Here is the old original building, three or four stories high, a rotten old building, which is going to burn down one of these days, and 40, 50, 60, or 70 are going to be burned to death when it does burn down. I am not responsible for it, nor you. It should never be used. It is all wrong that it should exist. I hope one of these days the Government will remove it and give us a better building. We have buildings all around it, too. This is the leased ground. McClellan avenue practically divides the leased ground from the ground that we own. All these are modern buildings, and it is like a town down there—sixty-odd buildings. The new buildings are there [indicating]. We have spent \$250,000 on those buildings already.

The CHAIRMAN. Those buildings stand on the leased ground?

Mr. MURPHY. The new buildings do; yes, sir. This building here is the hospital.

Mr. SULLIVAN. Is that leased ground where the old dormitory is?

Mr. MURPHY. No. I am very sorry that I did not bring a map along, so I could show you exactly how these buildings are arranged.

The CHAIRMAN. This land on that side of the avenue is owned and occupied?

Mr. MURPHY. Yes, sir.

The CHAIRMAN. So that is the reason you came on this side of the avenue?

Mr. MURPHY. Yes, sir. I am only eighteen months old in this business, but as soon as I got warm in the work I saw the necessity for accommodation barracks. We have old men who can't go to the mess hall for their meals—can not go excepting at great pain. In all of the other Branches they have accommodation barracks to accommodate these old men, and they will be practically in that building. I said, as you gentlemen will doubtless say, how is it that these people have gone ahead and put all of these buildings on leased ground with no right to purchase? They tried to purchase. General Armstrong thought that the land would be immensely valuable, and he would not sell a foot of it. As I understand it, they could not get a price. They were confronted with absolute necessity for an extension, so they leased this ground and put up these buildings.

Mr. TAYLOR. There is no provision in the lease authorizing them to put in the improvements?

Mr. MURPHY. There is a term in the lease that if we can agree upon the valuation that they shall take them at a valuation agreed upon; but if we can not agree upon a valuation, then we have the privilege of moving them off. But they are brick buildings, and they would be of but little value.

The CHAIRMAN. Is there a reservation in the lease that prevents these buildings from becoming part of the realty?

Mr. MURPHY. The only reservation that I know of is that we can



dispose of these buildings to the Hampton Institute if we can agree upon a price; but they are brick buildings, and they are not worth the cost of removal.

Mr. SMITH. What are your rights under this lease?

Mr. MURPHY. We have the option of renewal.

Mr. SMITH. Is that perpetual?

Mr. MURPHY. No; it is not perpetual.

Major HARRIS. The original lease did provide for revaluation at periods of twenty years, but in making the last lease it was optional with either party. We could not surrender the lease, so we had to make the best terms we could. In the last lease its renewal is at the option of the National Home only.

Mr. SMITH. Forever?

Major HARRIS. For the same period—ten years.

Mr. SMITH. In ten-year periods, but only one renewal under the terms of your lease?

Major HARRIS. That is the present lease.

Mr. MURPHY. The present lease gives the privilege of ten years, with the privilege of renewing at the end of ten years if we want to. When I was confronted with the question of putting up this combination building I said that I would not advise the expenditure of any further sum in permanent improvements until this question of ownership is decided. We have already spent too much money there, and we are cramped for room. In any event, we are so cramped for room that we are considering now the construction of new buildings along the new land which we will get from the sea wall. You gave us some money last year for that, and there is room for good buildings there. This question should be decided.

General Mann felt that it was hopeless, but I could not consider it hopeless without trying. While they don't want to sell it, they realize the situation, and we frankly said to them, "We must have more room here. We have got to do a whole lot of things, and we are not justified in doing them as we are. If you will not sell this land, then we must take up the question as to whether we shall remove the Home or not." On that statement we made inquiries about the price, and the price is thought to be fair. This land is becoming valuable. It is on the water front.

Mr. TAYLOR. Have you an option on that?

Mr. MURPHY. Yes, sir.

Mr. TAYLOR. What length of time?

Mr. MURPHY. There is no length of time. They understand that we can only buy with your permission, and that we must come to you for the money to buy. It is my understanding that they give us this price with the understanding that they will accept it if you provide the money for us.

Mr. TAYLOR. You have not fixed a definite period?

Mr. MURPHY. No; with the understanding that it will come before Congress at this session.

Mr. SULLIVAN. The agreement is wholly verbal?

Mr. MURPHY. No; it is in writing, and it is official.

Mr. SULLIVAN. I want to ask Major Harris if in the original lease there was a provision for renewal indefinitely—not restricted to any one ten-year period, but indefinitely?

Major HARRIS. I think so; yes.

Mr. SULLIVAN. With a provision that the rental should be fixed according to new valuation?

Major HARRIS. Yes, sir.

Mr. SULLIVAN. Who was to determine that new valuation?

Major HARRIS. Arbitrators—one to be selected by each party, and a third. But when the time came around for the first revaluation, which was two years ago, the board was doubtful about the expediency of the arbitration, and endeavored to make the best terms we could by consultation.

Mr. SULLIVAN. What you have done is this: You have abandoned the method upon which you could have valuation determined, which would be fair by reason of there being a third arbitrator who would not be the special champion of either interest and which gave you the right to lease, with the right of renewal for ten-year periods and indefinitely.

Major HARRIS. It was thought that that would be as long as the Home would require the use of the grounds—twenty years from 1902. It was considered preferable to making it optional with the Home and rather than to bind ourselves to indefinite renewals.

Mr. SMITH. You had a forty-year right at the outset.

Major HARRIS. We thought we might not require it. Under the terms of the original lease we would have to lease it whether we wanted it or not.

Mr. TAYLOR. What would you expect to do if you gave up this land and lease?

Major HARRIS. We supposed it would not be required for purposes of a National Home longer than twenty years.

Mr. TAYLOR. Did you propose to give up the National Home at that place?

Major HARRIS. We thought we would not require it after twenty years—1922.

Mr. MURPHY. I would like to have the committee understand two things: First, that they tried to buy and could not because it was impossible to buy at any price, and second, I think the board out there must have been possessed with the idea that many have had, that the duration of these Homes would be comparatively short, and that there would come a time when the old soldiers would be through with them, and the Government would not want them.

If you will go down there, you will see that they have put up plain brick buildings. The later Homes that have been built, the Home at Marion, the Home at Danville, the Home at Leavenworth, are creditable Homes, substantially built with brick and comfortable. The Home at Mountain Branch is very much more than that: it is altogether creditable to this great Government; it is a magnificent Home. There is nothing like it in the country in the shape of Homes, excepting the hospital in South Dakota. It seems to be the policy of the Government in later Homes to construct more elaborate buildings. These simple, old-fashioned buildings, cheap buildings, are disgraceful to this great country. It is a disgrace to have the Home at Hampton, no doubt about it; old ramshackles that I am ashamed of, and all of you gentlemen would be ashamed of. We are going along the best we can; we feed the men three meals a day, and we take care of them, but we have got to have something

better. As a business man, I am unwilling to spend any more money than is necessary. The excuse for this is that they thought they would be through with the land when the lease expired. But we are not through with it, and the second point that ought to be lodged in the minds of this committee is that we will not be through with them in the time of any man here. You are going to want them for thirty, forty, or fifty years, and you have got to meet that. That is the fact.

Mr. TAYLOR. Do you think that the location at Hampton is a good location, and sufficiently good to warrant your paying what you propose to pay for this land, rather than to select another location and abandon what you have there?

Mr. MURPHY. Every other Home in the United States that is good for anything will be abandoned before Hampton. There is no Home in this country so superbly located for salubrity of climate, convenience of access, and all of those things that make the location of a Home attractive.

The CHAIRMAN. The consideration of influence was exercised in controlling the selection of this spot for the Home, was it not—that was one of the principal reasons for the selection of this point for the establishment of that Home?

Mr. MURPHY. I don't think that is quite true. I understand General Butler selected this Home. It used to be an old seminary.

The CHAIRMAN. It is surprising to me that they did not make arrangements for getting all the land that would be necessary for the buildings at the time they selected the Home.

Mr. MURPHY. You know this thing has grown. You must remember that it was started in a very small way. This was one of the earlier Homes. We wanted to accommodate a few hundred people. Now we have 3,000 down there, and we would have more if we had accommodations for them, but we have not. We can not make them as comfortable as they should be. In my opinion this Home will be the last Home to be abandoned by the Government. Therefore I say you ought to do one of two things—you ought to either move it entirely a few miles away or buy this land. Practically, the question is this: Here is the land that we can buy for \$129,000 upon which we have \$250,000 worth of buildings. I don't want to reflect on anybody, but undoubtedly this Board at the time it was decided used their best judgment. I never sat in a Board where the good of the old soldier and the interest of the Government was more carefully considered than it is in that Board. They work without pay, they give it a great deal of time—I suppose I give one hour every day on the average to the administration of the affairs of the Southern Branch. But I am fond of it, I am proud to do it, and I feel it a great privilege. We are Republicans mostly, we are giving our time to the administration of this work, and we are glad to do it. The only two officers that are paid on the Board are Democrats. They are two splendid Democrats and we are all fond of them. There are no better men on the Board than they are.

Mr. SMITH. This is a pretty large price. Where is the land with reference to the town of Hampton? When you speak of General Armstrong, do you mean of the colored institute?

Mr. MURPHY. Yes, sir; colored and Indian.

Mr. SMITH. It occupies this adjacent territory?

Mr. MURPHY. Occupies all of this ground on the other side of Jones Creek. It is swinging around and coming in on the other side of us, so we are in the middle of the letter U.

Mr. SMITH. They have no use for this in connection with their institute?

Mr. MURPHY. I don't think so.

Mr. SMITH. Why couldn't the Government condemn this land?

Mr. MURPHY. I asked that question myself. What is the answer to that, Major?

Mr. TAYLOR. Because it is a colored institute, that is the reason. Those people wanted it.

Mr. MURPHY. They didn't want to sell it; they wanted to keep it.

The CHAIRMAN. What is it valuable for to them—for what purpose?

Mr. MURPHY. In my opinion it is valuable purely in a speculative sense. When you see the development of Newport News and the demand and the fact that it is bound to increase in value for water front and commercial purposes, it is not at all difficult to believe that in the next ten years that land may be worth two or three times its present price. If I wanted to build a shipyard I would be willing to give twice what they ask for it.

The CHAIRMAN. When the time comes that this Home is no longer required for the accommodation of the old soldiers, in your judgment and on your knowledge of the conditions down there, would the Government be able to dispose of that land for as much as they are now asked to pay for it?

Mr. MURPHY. My judgment is that if the time ever comes when the Government wants to dispose of that land, and I don't believe they will unless it becomes too small and we have got to have a larger Home in that neighborhood—for in my opinion you will have to have a Home in that neighborhood somewhere for fifty years to come—my opinion is that the time will come when the Government will sell that land for all it has cost them for land and buildings. There is no doubt about it. I think that land will be immensely valuable.

The CHAIRMAN. What are we paying for the lease?

Mr. MURPHY. Four thousand dollars a year. It outcapitalizes the interest.

The CHAIRMAN. How long is that lease to run?

Major HARRIS. Eight years, with option of renewal.

The CHAIRMAN. If we were to buy, the lease would terminate?

Major HARRIS. Yes, sir.

Mr. TAYLOR. Has there been some reclamation of land there?

Mr. MURPHY. Yes, sir. We have filled in and gained 9 acres.

Mr. TAYLOR. Where?

Mr. MURPHY. On the water front.

Mr. TAYLOR. The Government owns that now, does it?

Mr. MURPHY. If we buy, we own it.

Mr. TAYLOR. If you don't buy, it belongs to them?

Mr. MURPHY. Yes, sir.

Mr. TAYLOR. That makes 52 acres.

Mr. MURPHY. Makes 52—

Mr. TAYLOR. Unless you buy it. Isn't there another proposition for extending and acquiring more land?

Mr. MURPHY. I don't know of any proposition, excepting the suggestion that I have made to the Board that we might continue this sea wall which we partly built. I have said to the Board that I don't know where we could get land so cheaply.

Mr. TAYLOR. How much land does that include?

Mr. MURPHY. I think we get 8 acres now.

Major HARRIS. Not quite that much—between 5 and 6.

Mr. MURPHY. I am not quite sure. I meant to have an estimate of the number of square feet prepared. But it is the entire frontage, 800 feet.

Mr. TAYLOR. The entire frontage of what the Government owns. Three or 4 acres additional to the rented land.

Major HARRIS. Six or 8 acres more.

Mr. MURPHY. The sea wall and the filling will, if we allow the acreage, give us new land at about \$3,000 an acre, as I understand it.

Mr. TAYLOR. Is this sea-wall-filling appropriation in the urgent deficiency bill? Does that cover that land?

Mr. MURPHY. It covers part of the sea wall that runs out from Jones Creek.

Mr. TAYLOR. In front of the land owned by the Government?

Mr. MURPHY. Yes. We are not dredging; we are not spending any money.

The CHAIRMAN. Do you know whether any land contiguous to this has been sold, or if there have been any offers of purchase recently, and at what price?

Mr. MURPHY. The justification for this price was presented to me because of a sale that was made at somewhat more than this price. This price was justified because this land goes back a considerable distance from the sea front, but sea-front land was sold at something more per acre than the price for this whole tract. I can get the facts about this.

The CHAIRMAN. If you can get the figures at which it was sold, that would be the information we would want.

Mr. MURPHY. After all, I would like to have the committee understand that we are dealing with a hard proposition in that Board of the Hampton Institute. They are hard fellows to handle. They don't want to sell it at all, and you can not deal with them as you would with a single person or somebody that wanted to sell. They would rather not sell than sell. I am not responsible for this situation, and yet I can see how I might have believed just as my associates believed twenty years ago, that we would not want the Home for more than twenty years, and that we should put up these buildings. We are up against a different proposition now, and that proposition is that the Home must stay there, and the Government has got to have a Home. We have \$250,000 on \$129,000 worth of land which we do not own.

There is another proposition. We have got to have more or less increase in the facilities in the Hampton Home. I approved an application of an old man 83 years old this week. That old man was staying out. They are going to come in and continue to come in, and you have got to have combination buildings in order to make them comfortable. I have been unwilling to recommend it to the Board until we had this land question settled. You have done with-

out it all this time, but I said that I would go before the committee now and tell them that if you do not buy this land you have got to sweep that whole thing off and spend two or three million dollars somewhere else.

Mr. TAYLOR. What is the objection to condemnation? .

Major HARRIS. The laws of Virginia exempt such lands from condemnation, being an educational institute, a charitable institution. It is possible the General Government might condemn it.

Mr. MURPHY. The reason comes to me that there is a question whether we can condemn for our uses land that has already been appropriated for an eleemosynary institution. This is now an incorporated concern in the State of Virginia. They own this land, and it is legally a question, I believe, whether or not we have a right to condemn this particular land.

Major HARRIS. Hampton Institute is supported in a measure by Congressional appropriation, also for the education of Indians.

Mr. SMITH. If I understand you, the head of it is the water front?

Mr. MURPHY. Yes, sir.

Mr. SMITH. So there is no possibility of extending in any direction excepting in the direction of the Hampton Institute?

Mr. MURPHY. Yes, sir; we are up against the creeks.

Mr. SMITH. From what item in the bill do you pay the \$4,000 a year rent?

Major HARRIS. For rent of leased lands.

Mr. SMITH. Can you cut that \$4,000 if we buy this land? That is an item that covers a great many subjects besides leased land.

Major HARRIS. If we could close up the deal with the Hampton Institute we could cut that out.

Mr. SMITH. Referring to that item on page 268, for which you estimate \$13,500, I would like to know if that can be cut to \$9,500 if we give them this money for this land?

The CHAIRMAN. The question is whether you could close up the purchase between now and the 1st of July.

Mr. MURPHY. I have no doubt about it myself.

The CHAIRMAN. As I understand it, you have the option for the purchase.

Mr. MURPHY. Yes, sir; in writing.

Mr. SMITH. We could with safety cut that to \$3,000, could we not?

Mr. MURPHY. I have no objections to your cutting it all out.

Major HARRIS. I think it would be prudent to leave \$1,000.

Mr. SMITH. "For the purchase of the additional land, \$129,000"—should we not add to that, "to be immediately available?"

Major HARRIS. I think it should be immediately available.

Mr. MURPHY. If my business judgment is good for anything, that is a money-making proposition for the Government, and I think my business judgment is pretty good on a thing as simple as that.

APRIL 13, 1906.

MY DEAR COLONEL: I send you, herewith inclosed, the following papers giving information called for by your committee:

Copy of lease of land from Hampton Institute, dated July 2, 1883.

Copy of lease of land from Hampton Institute, dated October 9, 1903.

Statement of expenditures for salaries of officers and employees, outdoor relief, and incidental expenses, fiscal year 1905.

Statement of officers appointed under section 4829, Revised Statutes, showing salaries and allowances, year ending June 30, 1905.

Statement of unexpended balances of appropriations deposited for fiscal year ending June 30, 1905.

Detailed estimate for the asphalt paving at the Western Branch has been called for and will be transmitted as soon as received.

Very truly, yours,

MOSES HARRIS,  
*General Treasurer.*

Col. W. P. BROWNLOW,  
*House of Representatives, Washington, D. C.*

This indenture, made this second day of July, A. D. 1883, between the trustees of the Hampton Normal and Agricultural Institute, party of the first part, and the National Home for Disabled Volunteer Soldiers, party of the second part,

Witnesseth, That in pursuance of a resolution of the board of trustees of the Hampton Normal and Agricultural Institute, adopted on the 23d day of May, A. D. 1883, the said party of the first part, for and in consideration of the rents, covenants, and agreements hereinafter named and contained, and which, by and on the part of the said the National Home for Disabled Volunteer Soldiers, are to be paid, done, and performed, the said the trustees of the Hampton Normal and Agricultural Institute, party of the first part, doth grant, lease, demise, and to farm let unto the said the National Home for Disabled Volunteer Soldiers, party of the second part, all that certain lot or parcel of land, situate and being in Chesapeake district, and county of Elizabeth City, State of Virginia, and bounded by the waters of Hampton Roads, Johns Creek, and the lands of the said party of the first part, and the lands of the said party of the second part, containing forty-three acres, together with all the easements, profits, and appurtenances whatsoever to the same belonging or appertaining, as per plat of said land attached to this lease, and which is held and regarded as a part of the same, which said lot or parcel of land includes the nineteen acres leased to the said party of the second part, by the said party of the first part, by their certain indenture of lease, bearing date the 18th day of February, A. D. 1876, for a term of ten years from the 18th day of February, 1876, upon certain terms, conditions, and agreement therein set forth and expressed, and which said indenture of lease is hereby expressly canceled and annulled as and from the date of this indenture.

To have and to hold the said lot or parcel of land, and all and singular the premises hereby demised, with the appurtenances aforesaid thereto belonging, unto the said the National Home for Disabled Volunteer Soldiers from the first day of July, A. D. 1883, for the full end and term of twenty years from the said first day of July, A. D. 1883, the same to be renewed and continued for terms of twenty years and renewable, as is hereinafter expressly stipulated, covenanted, and agreed, so long as the said party of the second part or the United States shall wish and desire to hold the same as a Home for Disabled Volunteer Soldiers. The said party of the second part to pay to the said party of the first part as a rental for the use, enjoyment, and possession of said lot or parcel of land five per centum yearly upon the valuation of five hundred dollars per acre for the first twenty years of this lease.

At the expiration of the said twenty years from the date of this lease it is covenanted and agreed that a revaluation of the said lot or parcel of land hereby demised may be called for by either the party of the first part or the party of the second part, and the annual rent for the same for the further term of twenty years to be five per centum upon said new valuation, as and from the date of the expiration of the twenty years aforesaid, and at the expiration of the said twenty years—that is, at the expiration of forty years from the date hereof—a revaluation of the said premises may be again called for by either of the parties to this lease, and the annual rental for the said premises for the said renewed term shall be five per centum per annum upon said new valuation; and so at the expiration of every or any twenty years during the continuation of this lease either party to the same may call for and have a revaluation of the said premises; and the annual rental for the same shall be five per centum on such valuation, as and from the period of such revaluation, so long as the said premises shall be held, used, and occupied by the United States for its original purposes—as a Home for Disabled Volunteer Soldiers.

It is further covenanted and agreed by the parties to this indenture that should they fail to agree upon a revaluation, or either party so prefer, such re-

valuation shall be determined by arbitrators, one to be selected by each party to this indenture; and the said arbitrators so selected to appoint an umpire, should they prefer or desire so to do; and it is agreed that the award as to revaluation, when so determined, shall be held and deemed to be final as to the said revaluation by the parties to this indenture.

And it is further covenanted and agreed by and between the parties to this lease that if no demand is made for such revaluation within one year from and after the expiration of the first term of twenty, or within one year from and after the expiration of any term of twenty years thereafter, then the old valuation is to stand until the close of the said term of twenty years.

It is further stipulated and agreed that should the said party of the second part reclaim any land by the construction of a breakwater or otherwise beyond the limits of the lines fixed by the plat attached to this indenture, as a part thereof, the said land so reclaimed beyond the limits of the lines of said plat to be held by the said party of the second part, free and clear of all claims or demands for rent whatsoever, for and during the continuation of this lease or its renewal.

It is further stipulated and agreed that the annual rental fixed and determined as aforesaid shall be paid by the said party of the second part to the said party of the first part, quarter yearly, on or about the 1st day of October, January, April, and July, of each year, during and so long as this lease or any renewal thereof shall remain and continue.

And the said party of the second part doth hereby covenant and agree to and with the said party of the first part that the said party of the second part shall and will well and truly pay, or cause to be paid unto the said party of the first part, the said annual rental so fixed and agreed upon as aforesaid, and in such manner as is hereinbefore appointed for the payment thereof, according to the intent and meaning of these presents.

It is further covenanted and agreed that the said party of the second part, the National Home for Disabled Volunteer Soldiers, may at any time after twenty years from the date hereof upon a previous notice of one year, in writing, surrender and terminate this lease.

It is further stipulated and agreed that upon the termination of this lease and the surrender of said premises to the said party of the first part, the said party of the first part may take by purchase all the buildings erected upon the same by the said party of the second part, the value of the same, as of the time of the said surrender, to be determined by arbitrators, one to be selected by the party of the first part and one by the party of the second part, and upon their failing to agree they to select an umpire, their award to be made in writing, and the said purchase money so fixed and determined, to be paid by the said party of the first part to the said party of the second part at the time of the surrender of the aforesaid premises. But should the said party of the first part refuse and decline to take the said buildings at said valuation, then the said party of the second part is to have free and perfect right to sell to other parties the said buildings and to remove the same from the said premises; the said buildings in that event to be removed within six months after the expiration of this lease.

The grounds from which said buildings may be removed to be left in as good condition as before the erection of said buildings, and the said party of the second part is to pay to the said party of the first part, for such time not exceeding six months' rent, at the same rate as that paid by them for the last preceeding year, all other improvements made upon said premises to revert without purchase or compensation to the said party of the first part. The said party of the first part covenants with the said party of the second part that the said party of the second part shall peaceably and quietly have, hold, use, and occupy the above mentioned and described premises for and during the term of this lease and any renewal or renewals thereof.

In testimony whereof the trustees of the Hampton Normal and Agricultural Institute have caused their corporate seal to be hereunto affixed and these presents to be signed by their president and attested by their secretary, this second day of July, A. D. 1883.

M. E. STRIEBY,

*President of Board of Trustees of Hampton N. & A. Institute.*  
SAM'L. C. ARMSTRONG,

*Secretary Board of Managers of Hampton N. & A. Institute.*  
THE NATIONAL HOME FOR DISABLED VOLUNTEER SOLDIERS.

By W. B. FRANKLIN, *President Board of Managers.*

M. T. McMAHON, *Secretary.*



This indenture, executed in triplicate this fourth day of December in the year of our Lord one thousand nine hundred and three (1903) between the trustees of the Hampton Normal and Agricultural Institute, party of the first part, and the National Home for Disabled Volunteer Soldiers, party of the second part.

Witnesseth, That in pursuance of a resolution of the Board of Trustees of the Hampton Normal and Agricultural Institute, adopted on the 9th day of October, A. D. 1903, the said party of the first part for and in consideration of the rents, covenants, and agreements hereinafter named and contained, and which by and on the part of the said The National Home for Disabled Volunteer Soldiers, are to be paid, done, and performed, the said The Trustees of the Hampton Normal and Agricultural Institute, party of the first part, doth grant, lease, demise, and to farm let unto the said The National Home for Disabled Volunteer Soldiers, party of the second part, all that certain lot or parcel of land, situate and being in Chesapeake district and County of Elizabeth City, State of Virginia, and bounded by the waters of Hampton Roads, Johns Creek, and the lands of the said party of the first part, and the lands of the said party of the second part, containing forty-three acres, together with all the easements, profits, and appurtenances whatsoever to the same belonging or appertaining as per plat of said land attached to this lease, and which is held and regarded as a part of the same, which said lot or parcel of land is the same tract which was leased to the said party of the second part, by the said party of the first part, by their certain indenture of lease, bearing date the 2nd day of July, A. D. 1883, for a term of twenty years from the 1st day of July, 1883, upon certain terms, conditions, and agreements therein set forth and expressed and which said indenture of lease, together with all provisions therein contained, is hereby expressly cancelled and annulled as and from the date of this indenture.

To have and to hold the said lot or parcel of land, and all and singular the premises hereby demised, with the appurtenances aforesaid thereto belonging unto the said The National Home for Disabled Volunteer Soldiers, from the first day of July, A. D. 1903, for the full end and term of ten years from the said first day of July, A. D. 1903, with the further understanding and agreement that the said The National Home for Disabled Volunteer Soldiers, party of the second part, may at its option and upon written notice to said party of the first part, at any time before the expiration of said first term of ten years, renew the said lease at the same rental hereinafter named, for an additional term of ten years, from the first day of July, A. D. 1913. The said party of the second part to pay the said party of the first part as a rental of the use, enjoyment, and possession of said lot or parcel of land four thousand dollars (\$4,000) per annum for the full term of this lease, and the same sum per annum for and during the renewal thereof, in the case the option to renew be exercised by said party of the second part, provided that funds available for such purpose shall be appropriated by Congress.

It is further stipulated and agreed that the land heretofore reclaimed by the said party of the second part and also any other additional land that the said party of the second part may hereafter (during the term of this lease or its renewal) reclaim by the construction of a breakwater or otherwise, beyond the limits of the lines fixed by the plat attached to this indenture, as a part thereof, the said land so reclaimed beyond the limits of the lines of said plat to be held by the said party of the second part free and clear of all claims or demands for rent whatsoever for and during the continuation of this lease or its renewal.

It is further stipulated and agreed that the annual rental, fixed and determined as aforesaid, shall be paid by the said party of the second part to the said party of the first part half yearly at the expiration of each half year, upon the first day of January and the first day of July of each year, provided Congress shall have appropriated funds available for the making of such payments, during and so long as this lease or the renewal thereof shall remain and continue.

And the said party of the second part doth hereby covenant and agree to and with the said party of the first part that the said party of the second part shall and will well and truly pay, or cause to be paid, unto the said party of the first part the said annual rental so fixed and agreed upon as aforesaid and in such manner as is hereinbefore appointed for the payment thereof, according to the intent and meaning of these presents.

And it doth further covenant and agree that the said tract or parcel of land shall be occupied as and for a Home for Disabled Volunteer Soldiers and for no other purpose.

It is further stipulated and agreed that upon the termination of this lease and the surrender of said premises to the said party of the first part the said party of the first part may take by purchase all the buildings erected upon the same by the said party of the second part, the value of the same as of the time of the said surrender to be determined by arbitrators, one to be selected by the party of the first part and one by the party of the second part, and, upon their failing to agree, they to select an umpire, their award to be made in writing, and the said purchase money so fixed and determined to be paid by the said party of the first part to the said party of the second part at the time of the surrender of the aforesaid premises. But should the said party of the first part refuse and decline to take the said buildings at said valuation, then the said party of the second part is to have free and perfect right to sell to other parties the said buildings and to remove the same from the said premises, the said buildings in that event to be removed within six months after the expiration of this lease or the renewal thereof. The grounds from which said buildings may be removed to be left in as good condition as before the erection of said buildings, and the said party of the second part is to pay to the said party of the first part for such time not exceeding six months rent at the same rate as that above provided, viz, \$4,000 per annum, from any funds which may have been appropriated by Congress available for such purpose. All other improvements made upon said premises and all lands heretofore or hereafter reclaimed by construction of a breakwater or breakwaters, or otherwise, to revert without purchase or compensation to the said party of the first part. The said party of the first part covenants with the said party of the second part that the said party of the second part shall peaceably and quietly have, hold, use, and occupy the above mentioned and described premises for and during the term of this lease and any renewal thereof.

And it is hereby further stipulated and agreed that the said party of the first part may reenter for default of six months in the payment of any installment of rent hereinbefore stipulated for, whether such default occur by reason of the failure of Congress to appropriate available funds to pay the same or otherwise.

In witness whereof the trustees of the Hampton Normal and Agricultural Institute have caused their corporate seal to be hereunto affixed, and the presents to be signed by their president and attested by their secretary this fourth day of December, A. D. 1903.

[L. S.]

ROBERT C. OGDEN,

*President of the Board of Trustees of the  
Hampton Normal and Agricultural Institute.*

H. B. FRISSELL,

*Secretary of the Board of Trustees of the  
Hampton Normal and Agricultural Institute.*

THE NATIONAL HOME FOR DISABLED VOLUNTEER SOLDIERS.

By M. T. McMAHON, *President of the Board of Managers.*  
GEO. W. STEELE, *Secretary.*

[L. S.]

VIRGINIA, *Elizabeth City County, ss:*

Be it remembered that on this 26th day of December, A. D. 1903, before me, the subscriber, Harris Barrett, a notary public in and for the county of Elizabeth City, State of Virginia, duly commissioned and qualified according to law and residing in the said county and State, and authorized to take the proof and acknowledgment of any instrument to be used or recorded in said State of Virginia, and to administer oaths and affirmations, take depositions, etc., to be used before any court in the said State of Virginia, personally appeared Robert C. Ogden, president of the board of trustees of the Hampton Normal and Agricultural Institute, an incorporation under the laws of Virginia, with whom I am acquainted, and who, being by me duly severally sworn, for himself, did depose and say that he, the said affiant, is the president of said board of trustees of said incorporation; that the said incorporation has a board of trustees or directors and a corporate seal; that he is acquainted with the said corporate seal, and that the seal attached to the annexed or foregoing instrument is the proper corporate seal of the same, and that the same and official signature of this deponent was affixed to said instrument by authority of the board as to proper act and deed of said incorporation.

In testimony whereof I have hereunto subscribed my name this 26th day of December, A. D. 1903.

HARRIS BARRETT,

*Notary Public.*

(My term of office expires on the 2d day of February, A. D. 1906.)

DISTRICT OF COLUMBIA,  
*City of Washington, ss:*

Be it remembered that on this 4th day of December, A. D. 1903, before me, the subscriber, Aylett T. Holtzman, a notary public in and for the District of Columbia aforesaid, duly commissioned and qualified according to law, and residing in the said city of Washington, D. C., and authorized to take the proof and acknowledgment of any instrument to be used or recorded in said State of Virginia, and to administer oaths and affirmations, take depositions, etc., to be used before any court in the said State of Virginia, personally appeared George W. Steele, secretary of the National Home for Disabled Volunteer Soldiers, an incorporation under the laws of the United States, with whom I am acquainted, and who, being by me duly sworn, for himself, doth depose and say that he, the said affiant, is the secretary of said incorporation; that the said incorporation has a board of managers (or directors) and a corporate seal; that he is acquainted with the said corporate seal, and that the seal attached to the annexed or foregoing instrument is the proper corporate seal of the same, and that the same and official signature of this deponent was affixed to said instrument by authority of the said board as the proper act and deed of said incorporation.

In testimony whereof I have hereunto subscribed my name and affixed my official seal this 4th day of December, A. D. 1903.

[L. s.]

AYLETT T. HOLTZMAN,  
*Notary Public in and for the District of Columbia.*

(My term of office expires on the 9th day of January, A. D. 1907.)

DISTRICT OF COLUMBIA,  
*City of Washington, ss:*

I, Aylett T. Holtzman, a notary public in and for the District of Columbia, do certify that M. T. McMahon, whose name is signed to the foregoing instrument bearing date the 4th day of December, 1903, as president of the board of managers of the National Home for Disabled Volunteer Soldiers, has acknowledged the same as the act and deed of said National Home for Disabled Volunteer Soldiers by himself as president of its board of managers duly authorized thereto before me in my district as aforesaid.

Given under my hand and official seal at Washington, D. C., this 4th day of December, A. D. 1903.

AYLETT T. HOLTZMAN,  
*1321 F street NW., Washington, D. C.*

VIRGINIA, *County of Elizabeth City, to wit:*

I, Harris Barrett, a notary public for the county aforesaid in the State of Virginia, do certify that H. B. Frissell, secretary of the board of trustees of Hampton Normal and Agricultural Institute, whose name is signed to the writing hereto annexed bearing date the 4th day of December, A. D. 1903, has acknowledged the same before me in the county aforesaid.

Given under my hand this 26th day of December, A. D. 1903.

HARRIS BARRETT, *Notary Public.*

My term of office expires on the 2d day of February, A. D. 1906.

*Statement of officers of the National Home for Disabled Volunteer Soldiers, appointed under section 4829, Revised Statutes, and their compensation and allowances, year ending June 30, 1906.*

Officers.	Pay.	Forage.	Allowances.
CENTRAL BRANCH.			
Governor.....	\$3,300.00	2 horses.....	Quarters, fuel, light.
Treasurer.....	2,525.00	1 horse.....	Do.
Surgeon.....	2,400.00	do.....	Do.
Quartermaster.....	2,000.00	do.....	Do.
Commissary of subsistence.....	1,800.00	do.....	Do.
Assistant adjutant-general.....	1,500.00	do.....	Do.
Inspector.....	1,200.00	do.....	Do.
Chaplains, 2 at \$1,500 each.....	3,000.00	do.....	Do.

*Statement of officers of the National Home for Disabled Volunteer Soldiers, appointed under section 4829, Revised Statutes, and their compensation and allowances, etc.—Cont'd.*

Officers.	Pay.	Forage.	Allowances
<b>NORTHWESTERN BRANCH.</b>			
Governor .....	\$2,750.00	2 horses .....	Quarters, fuel, light:
Treasurer .....	2,062.50	1 horse .....	Do.
Surgeon .....	2,400.00	.....do .....	Do.
Quartermaster .....	1,650.00	.....do .....	Do.
Commissary of subsistence .....	1,200.00	.....do .....	Do.
Adjutant and inspector .....	1,200.00	.....do .....	Do.
Chaplains, 2 at \$720 each .....	1,440.00	.....do .....	Do.
<b>EASTERN BRANCH.</b>			
Governor .....	2,750.00	2 horses .....	Quarters, fuel, light:
Treasurer .....	2,062.50	1 horse .....	Do.
Surgeon .....	2,400.00	.....do .....	Do.
Quartermaster .....	1,650.00	.....do .....	Do.
Commissary of subsistence .....	1,650.00	.....do .....	Do.
Chaplain .....	900.00	.....do .....	Do.
<b>SOUTHERN BRANCH.</b>			
Governor .....	2,750.00	2 horses .....	Quarters, fuel, light:
Treasurer .....	2,062.50	1 horse .....	Do.
Surgeon .....	2,400.00	.....do .....	Do.
Quartermaster .....	1,650.00	.....do .....	Do.
Commissary of subsistence .....	1,600.00	.....do .....	Do.
Chaplain .....	1,500.00	.....do .....	Do.
<b>WESTERN BRANCH.</b>			
Governor .....	3,000.00	2 horses .....	Quarters, fuel, light:
Treasurer .....	2,062.50	1 horse .....	Do.
Surgeon .....	2,400.00	.....do .....	Do.
Quartermaster .....	1,650.00	.....do .....	Do.
Commissary of subsistence .....	1,500.00	.....do .....	Do.
Chaplains, 2 at \$1,200 each .....	2,400.00	.....do .....	Do.
<b>PACIFIC BRANCH.</b>			
Governor .....	2,750.00	2 horses .....	Quarters, fuel, light:
Treasurer .....	2,062.50	1 horse .....	Do.
Surgeon .....	2,400.00	.....do .....	Do.
Quartermaster and commissary of subsistence .....	1,650.00	.....do .....	Do.
Chaplain (appointed Dec. 21, 1906) .....	1,200.00	.....do .....	Do.
<b>MARION BRANCH.</b>			
Governor .....	3,000.00	2 horses .....	Quarters, fuel, light:
Treasurer .....	2,062.50	1 horse .....	Do.
Surgeon .....	2,400.00	.....do .....	Do.
Quartermaster and commissary of subsistence .....	1,650.00	.....do .....	Do.
Chaplains, 2 at \$720 each .....	1,440.00	.....do .....	Do.
<b>DANVILLE BRANCH.</b>			
Governor .....	2,750.00	2 horses .....	Quarters, fuel, light:
Treasurer .....	2,062.50	1 horse .....	Do.
Surgeon .....	2,400.00	.....do .....	Do.
Quartermaster .....	1,650.00	.....do .....	Do.
Commissary of subsistence .....	1,500.00	.....do .....	Do.
Chaplain .....	900.00	.....do .....	Do.
<b>MOUNTAIN BRANCH.</b>			
Governor .....	2,750.00	2 horses .....	Quarters, fuel, light:
Treasurer .....	2,062.50	1 horse .....	Do.
Surgeon .....	2,000.00	.....do .....	Do.
Quartermaster .....	1,650.00	.....do .....	Do.
Adjutant and inspector .....	1,200.00	.....do .....	Do.
Chaplain .....	720.00	.....do .....	Do.
<b>BATTLE MOUNTAIN SANITARIUM.</b>			
Superintendent and surgeon .....	3,000.00	2 horses .....	Quarters, fuel, light:
Quartermaster and commissary of subsistence .....	1,500.00	1 horse .....	Do.
Treasurer (appointed Nov. 1, 1906) .....	2,062.50	.....do .....	Do.

NOTE.—Where practicable each officer is allowed quarters, fuel, light, and forage for horses at no commutation therefor. When traveling under orders on business of the Home, they are allowed 7 cents per mile in lieu of all other expenses, distance to be computed by the most direct thorough route.

*Unexpended balances of appropriation for support of National Home for Disabled Volunteer Soldiers, year ending June 30, 1905, deposited in United States Treasury.*

	Amount.		Amount.
<i>Central Branch.</i>		<i>Pacific Branch.</i>	
Current expenses .....	\$2,233.03	Current expenses .....	\$907.80
Subsistence .....	10,028.22	Subsistence .....	438.02
Household .....	1,462.79	Household .....	8,391.87
Hospital .....	2,706.81	Hospital .....	797.91
Transportation .....	1,496.45	Transportation .....	783.40
Repairs .....	816.35	Repairs .....	686.94
Farm .....	184.63	Farm .....	65.89
Total .....	18,878.78	Total .....	12,071.83
<i>Northwestern Branch.</i>		<i>Marion Branch.</i>	
Current expenses .....	432.90	Current expenses .....	813.59
Subsistence .....	8,178.62	Subsistence .....	13,823.22
Household .....	4,298.36	Household .....	1,878.89
Hospital .....	730.54	Hospital .....	1,965.67
Transportation .....	876.70	Transportation .....	1,105.93
Repairs .....	463.75	Repairs .....	755.82
Farm .....	767.87	Farm .....	42.43
Total .....	15,748.74	Total .....	20,375.45
<i>Eastern Branch.</i>		<i>Danville Branch.</i>	
Current expenses .....	2,069.95	Current expenses .....	959.41
Subsistence .....	18,038.65	Subsistence .....	4,788.85
Household .....	873.43	Household .....	2,525.31
Hospital .....	234.99	Hospital .....	708.35
Transportation .....	1,204.23	Transportation .....	955.71
Repairs .....	483.23	Repairs .....	412.95
Farm .....	620.90	Farm .....	1,981.23
Total .....	23,475.48	Total .....	12,331.81
<i>Southern Branch.</i>		<i>Mountain Branch.</i>	
Current expenses .....	1,028.20	Maintenance (all heads) .....	20,134.96
Subsistence .....	7,387.76	<i>Battle Mountain Sanitarium.</i>	
Household .....	4,074.90	Maintenance (all heads) .....	a 1,206.71
Hospital .....	146.34	Clothing for all Branches .....	49,964.40
Transportation .....	55.43	<i>Salaries for officers and employees of</i>	
Repairs .....	371.62	<i>Board of Managers, etc.</i>	
Farm .....	1,511.81	Clerical services:	
Total .....	14,576.06	Office president and general	
<i>Western Branch.</i>		treasurer .....	133.34
Current expenses .....	527.39	For managers .....	1.80
Subsistence .....	8,175.40	Traveling expenses, Board of Mana-	
Household .....	3,576.65	gers, etc. ....	6,561.45
Hospital .....	3,509.93	Outdoor relief .....	409.78
Transportation .....	179.26	Incidental expenses .....	1,383.62
Repairs .....	2,071.07	Total .....	8,489.99
Farm .....	212.91	Grand total .....	215,506.82
Total .....	18,252.61		

a Appropriation, \$50,000; only \$5,000 drawn from United States Treasury.

NOTE.—The foregoing amounts refer only to appropriations by Congress. Amounts received from effects of deceased members are not considered.

*Statement of expenditures for salaries of officers and employees of the Board of Managers, outdoor relief, and incidental expenses, year ending June 30, 1905.*

[Traveling expenses attending meetings of the Board of Managers, inspections, and official visits to the several Branches of the National Home and to State Homes.]

Detailed object of expenditures.	Amount.
Board of Managers, officers, and employees: Mileage, railroad tickets, berths, seats, hotel bills, portorage, carriages, and meals en route.....	\$5,065.25
Gen. Martin T. McMahon: Railroad tickets, berths, seats, hotel bills, portorage, carriages, and meals en route.....	87.75
Gen. Thomas J. Henderson: Railroad tickets, berths, seats, hotel bills, portorage, carriages, and meals en route.....	135.75
Gen. J. Marshall Brown: Railroad tickets, berths, seats, hotel bills, portorage, carriages, and meals en route.....	529.40
Col. George W. Steele: Railroad tickets, berths, seats, hotel bills, portorage, carriages, and meals en route.....	245.40
Gen. Charles M. Anderson: Railroad tickets, berths, seats, hotel bills, portorage, carriages, and meals en route.....	229.16
Capt. Henry E. Palmer: Railroad tickets, berths, seats, hotel bills, portorage, carriages, and meals en route.....	273.40
Col. Walter P. Brownlow: Railroad tickets, berths, seats, hotel bills, portorage, carriages, and meals en route.....	322.40
John M. Holley, esq.: Railroad tickets, berths, seats, hotel bills, portorage, carriages, and meals en route.....	184.75
Maj. Wm. Warner: Railroad tickets, berths, seats, hotel bills, portorage, carriages, and meals en route.....	131.25
Col. Henry H. Markham: Railroad tickets, berths, seats, hotel bills, portorage, carriages, and meals en route.....	322.40
Hon. Franklin Murphy: Railroad tickets, berths, seats, hotel bills, portorage, carriages, and meals en route.....	50.40
Col. Edwin P. Hammond: Railroad tickets, berths, seats, hotel bills, portorage, carriages, and meals en route.....	18.75
President and general treasurer's office:	
President.....	4,000.00
General treasurer.....	4,000.00
Assistant general treasurer, etc.....	2,500.00
Clerical services.....	11,749.75
Messenger.....	144.00
Secretary's office: Secretary.....	2,000.00
Inspector-general's office:	
Inspector-general.....	2,000.00
Assistant inspectors-general.....	5,000.00
Outdoor relief: Relief.....	550.25
Agents:	
New York agency.....	741.75
Washington agency.....	600.00
Chicago agency.....	600.00
Clerical services for members of board of managers: Services.....	2,999.25
Incidental expenses: Rent, expressage, telegrams, etc.....	5,613.50
Total.....	53,837.25

WESTERN BRANCH, LEAVENWORTH, KANS.

CURRENT EXPENSES.

The CHAIRMAN. The next item is at the bottom of page 268, Western Branch, at Leavenworth, Kans. "For current expenses, \$46,000." I observe that there is an increase there of \$2,000.

Major HARRIS. One of the reasons for this increase is that we must pay attorney's fees in a matter of litigation between ourselves and the railroads that are running through the Home grounds. They are a nuisance there, and they are endeavoring to control them under terms of an agreement by which they got into the grounds in the first place. It is anticipated that we will have to have a lawsuit about it.

The CHAIRMAN. That is the reason?

Major HARRIS. Not entirely. We have the same reasons there as in the case of the other Branches—clerical service; increased expense of employing civilians.

## SUBSISTENCE.

The CHAIRMAN. The next item is for "subsistence of the Branch," and there is an increase there of \$5,000.

Major HARRIS. That branch is constantly overcrowded, and the subsistence appropriation has run short this last year. We have had a deficiency appropriation. This is thought to be necessary.

The CHAIRMAN. Have you a deficiency in the appropriation of \$155,000 for the current year?

Major HARRIS. Yes, sir; it was included, I think, in the deficiency bill, \$5,000.

The CHAIRMAN. Do you know whether you have submitted an estimate?

Major HARRIS. I think so.

Senator WARNER. That is one of the Homes in which the membership is growing no less.

The CHAIRMAN. How many people are there now?

Major HARRIS. There are over 4,000.

Senator WARNER. It is the second largest Home, next to the Central Branch.

Mr. TAYLOR. Growing no less.

Senator WARNER. Increasing a little all the while. I may say here, talking about these Homes and how long we will need them, that of course how long we will need the Homes will depend largely upon how many wars we get into; but you will find this to be true. I think every local manager will tell you the same thing, that there are men in these Homes that have been in the Leavenworth Home since it was founded twenty-odd years ago, and who went there because it was an easy place to live; there is no question about that.

In later years the men coming in there are from 65 to 75 years of age. They are the men who have stayed out. They have tried to keep away with little pensions, some with no pensions, until it seems that they have fallen by the wayside, have given up the struggle, and it is at last the best place to go. As to the necessity for these Homes, I agree with all that has been said. I don't believe that the American people could point to pensions as proudly as they can to these Homes for the soldiers.

The CHAIRMAN. The pensions drawn by the inmates are not their own property—that is, they don't receive their pensions while in their Home?

Senator WARNER. Oh, yes.

The CHAIRMAN. But they turn them over in part to the Home?

Senator WARNER. No.

The CHAIRMAN. Do they get their pensions there?

Major HARRIS. It is placed in the hands of the treasurer, and is disbursed to them as they require it.

You will find that we have an item of \$13,500 for the kitchen, for mess hall and kitchen.

## COMBINATION BARRACKS.

Senator WARNER. This condition exists: Our Home is crowded. We have men in the basement. Of course don't understand that that is a basement entirely underground, but it comes out with the sur-

face and runs in underground—stone. It is not what it should be. We have several hundred in those basements.

The camp is a quarter to a third of a mile long. We are asking here for, I think it is, \$50,000 for combination barracks, so as to have one general mess hall, kitchen, and dining room where the entire camp, excepting those in the hospital, can go into the dining room. A combination barracks is to take in the old men, the enfeebled men, men that you would not say were sick, but by reason of increased years are feeble and unable to move around; and the combination barracks has the kitchen, the dining room, and the dormitories all under one roof, so that in inclement weather they don't have to go outside. We have one of those now. There ought to be, and it is estimated for, another combination barracks that will have four wards in it, 50 in each ward, and thus accommodate 200. We will take our men out of the basement and put them in there—the older men. It is with you, gentlemen, to say whether you want that or not; but it is needed.

Mr. SMITH. How many men would this combination barracks, costing \$50,000, accommodate?

Senator WARNER. I think 50 in one room, but there will be two rooms on each floor, and two floors, so that would be 200.

Mr. SMITH. Would that substantially take these men out of the basement?

Senator WARNER. All of the men out of the basement. There is another advantage. In the extreme end of the camp, farthest away from the dining room, the buildings were built some years ago, good substantial brick buildings, and they are about 40 or 50 feet apart.

It was recommended by the board there, the inspector too, to take these two barracks, calling them A and B, and connect them by a covered way, building a kitchen and dining room there, so as to accommodate the two barracks, and making a combination barracks out of these two. Of course that does not furnish additional room, but it furnishes accommodations for the men who are getting older every day.

Mr. SMITH. There is nothing in the bill for a new combination barracks?

Senator WARNER. Yes, sir; they are asking for it.

#### HOUSEHOLD EXPENSES.

The CHAIRMAN. Just one moment before you come to that. At the bottom of page 269, "For household," you estimate \$2,000 over and above the current appropriation.

Major HARRIS. The appropriation for this year, under "Household," was insufficient, and we got an additional appropriation in the deficiency bill, and this increase is intended to provide a sufficient sum to make the appropriation hold out.

Mr. SULLIVAN. And is due to the increased members?

Major HARRIS. Yes, sir.

Mr. TAYLOR. You say you have a deficiency this year?

Major HARRIS. We had an item in the deficiency bill of \$7,000.

Mr. SMITH. You have an estimate in?

Major HARRIS. It was in the deficiency bill.



Mr. SMITH. The urgent deficiency bill is the only one which has been passed?

Major HARRIS. It was in the urgent deficiency bill, then.

#### REPAIRS.

The CHAIRMAN. On page 270, in the last item, "For repairs," there is an increase of \$10,000 asked for.

Major HARRIS. They have a number of very important objects which should be provided for that are beyond the repairs ordinarily needed, steel ceilings for nine of the barracks. The plastering is falling, and it is thought to be an economical provision to put in steel ceilings in those barracks. They have to be repaired, and the floors in a number of barracks are required to be replaced.

The CHAIRMAN. You have a detailed estimate?

Major HARRIS. Yes, sir.

Senator WARNER. In those matters Mr. Jones, the chief engineer, prepares the estimates.

Major HARRIS. He has general supervision of all the repair and construction work.

Senator WARNER. And he is a very careful and reliable man.

#### HOSPITAL EXPENSES.

Mr. SULLIVAN. How did this hospital escape the usual increase?

Major HARRIS. We did not ask any questions.

#### TRANSPORTATION.

Mr. SMITH. Going back to the item of transportation, I notice there has been an increase for ten years in place of a decline. Has the number at this Home largely increased?

Major HARRIS. The appropriation has been stationary since 1904.

Mr. SMITH. But ten years ago it was \$2,500, and it has now risen to \$4,000, whereas it ordinarily falls as the institution grows.

Major HARRIS. The population of the Home has increased 1,500 members during that time.

#### MESS HALL AND KITCHEN BUILDING.

The CHAIRMAN. On page 271 we come to the new items, the first one being "For building with mess hall and kitchen, \$15,000."

Senator WARNER. That is the one I explained, connecting the two barracks, so as to make that a combination barrack for 400 men.

The CHAIRMAN. Is that a new building?

Senator WARNER. No, sir; those are two of the barracks there now. This will make an economical combination barrack by making this expenditure instead of putting up a new building.

The CHAIRMAN. I understood you to say a moment ago that you had asked for an appropriation of \$50,000 for a new building.

Senator WARNER. There is such an estimate.

Mr. TAYLOR. You want both of these propositions?

## COMBINATION BARRACK.

Senator WARNER. As I explained to the committee, the demand for this kind of a barrack is increasing and will continue to increase. The union of these two barracks for the \$15,000 does not increase the capacity of the Home. It does not take any of the men out of the basement. The new combination barrack will accommodate 200 men and take them out of the basement.

The CHAIRMAN. If the appropriation for the new combination barrack is allowed, and the appropriation for mess hall and kitchen is allowed, I understand you to say that will give you three combination barracks.

Senator WARNER. Yes, sir.

The CHAIRMAN. How many men can be accommodated in the three barracks?

Senator WARNER. That would be substantially 600 men. That will take care of all the older class of men.

The CHAIRMAN. You have them divided up fifty in a room?

Senator WARNER. Yes, sir; fifty in a room.

The CHAIRMAN. Do they all sleep in the same room without any partitions?

Senator WARNER. Yes, sir; like a ward in a hospital. There are windows on each side of the room, so it is well ventilated.

The CHAIRMAN. In case any inmate is taken ill with a contagious disease, is there not very great danger?

Senator WARNER. The expense would be so enormous that you gentlemen never would think of it for a moment if we attempted to divide it into smaller rooms.

Major HARRIS. They have facilities in the hospital and they have a pesthouse at most of the Homes.

Mr. SULLIVAN. Would it be economical to unite these two items, \$50,000 and \$15,000, and make one appropriation for a combination barracks of \$65,000?

Senator WARNER. You can construct a better building for \$65,000 than for \$50,000, but I would say no. We have these two barracks now and here are 400 men. Build this kitchen and mess hall for \$15,000 and have a combination barracks for 400 men and then put the \$50,000 in a new combination barracks. I think it is better this way.

## ASPHALT PAVING.

The CHAIRMAN. The next item is "Asphalt paving, \$27,500."

Senator WARNER. That appropriation ought to be made. I want to say that I understand these appropriations very well. I want to be entirely frank about this. If any appropriation is to be cut we would rather that this estimate should be cut out.

The CHAIRMAN. You can get along without it for another year?

Senator WARNER. It is a brick pavement and it is worn considerably, and it is not as it should be.

The CHAIRMAN. Is it vitrified brick?

Senator WARNER. When Governor Smith was there he established a brickyard and made the brick. It is of common brick, and you know how the edge breaks off. It is not as it should be.

The CHAIRMAN. Is it the paving of the street or the sidewalk?

Senator WARNER. The street. It is an improvement you would make in your own grounds if you had the money to do it.

Mr. SULLIVAN. But if you were short that particular year you would postpone it?

Senator WARNER. Yes, sir.

Mr. SMITH. How many yards is this estimate for?

Major HARRIS. It is the central avenue. I do not know how long it is.

Mr. SMITH. I wanted to know if it was to cost \$1.50 a yard or \$4 a yard.

Major HARRIS. The idea is to put the asphalt over the brick as a foundation.

The CHAIRMAN. Do you not think it would be more economical and that the pavement would be equally if not more durable if it was done with vitrified brick that is manufactured right there at Leavenworth?

Major HARRIS. No; I do not think it would be hardly practicable. The surface is so worn that it would be necessary to replace it.

Mr. SMITH. You do not expect to take this up; simply to put the asphalt on top of it?

Major HARRIS. Yes, sir.

The CHAIRMAN. That would materially lessen the cost?

Major HARRIS. Yes, sir.

The CHAIRMAN. Have you a detailed estimate? How much is it proposed to pay a square yard?

Major HARRIS. I think we have.

The CHAIRMAN. Do you know what the price per square yard is?

Major HARRIS. No, sir.

Senator WARNER. If they can use that as a base it ought not to exceed \$1.25 or \$1.50.

The CHAIRMAN. What is the length of this street?

Senator WARNER. I can not tell.

Major HARRIS. It is certainly half a mile long.

The CHAIRMAN. And the width?

Major HARRIS. It is 40 feet wide at least.

Mr. SMITH. I would like to know what the cost would be per square yard. That is a pretty high estimate, if those figures are anywhere near the dimensions.

Senator WARNER. I think that is a most natural inquiry, and I think Major Harris ought to be able to furnish that information.

Major HARRIS. We will have to send to the Branch for it.

The CHAIRMAN. I wish you would do that.

Major HARRIS. Yes, sir; I will do so.

APRIL 14, 1906.

Col. W. P. BROWNLOW,

*House of Representatives, Washington, D. C.*

MY DEAR COLONEL: The inclosed extract from a letter of the quartermaster of the Western Branch contains the information called for by your committee in regard to the asphalt paving at the Western Branch.

Kindly place it before the committee.

Very truly, yours,

MOSES HARRIS,

*General Treasurer.*

*Estimate for asphalt paving at the Western Branch, as requested by the Committee on Appropriations, House of Representatives.*

Asphalt paving, 11,700 square yards, at \$2.35 per square yard----- \$27,500

This is designed to cover that part of Franklin avenue now paved with brick. The upper course of the old brick paving, which has been laid for over seventeen years, has become practically worn out, full of holes, and very rough. The price named closely approximates bids for like work in St. Louis and Kansas City. The proposed pavement is to consist of 1½ inches of finely crushed macadam grout mixed with Portland cement, spread so as to present a uniform even surface; on top of same a layer of 1½ inches of Trinidad asphalt, properly spread and rolled.

The asphalt pavement will eliminate the noise incident to a brick pavement, a result especially desirable in a convalescent camp. It is frequently necessary to call out the ambulance during the nighttime, and the noise greatly disturbs the camp. To reconstruct the old brick pavement by taking up the upper course and relaying it with new brick on a cinder basis is estimated to cost over half as much as asphalt.

*Supplemental explanation.*—The estimated cost of this pavement was \$2.35 per square yard at the time this estimate was prepared and submitted, July 31, 1905. Since that date prices of asphalt paving in Kansas City, the nearest headquarters point of asphalt-paving contractors, has been reduced to about \$1.85 per square yard. If this reduced price were to continue until the Home could close a contract for this work, the paving could be done for \$21,275. There is, however, no assurance that this rate will continue, as it is understood to be the result of a sudden and sharp competition between companies heretofore acting together.

#### QUARTERMASTER'S STOREHOUSE—ADDITION TO.

The CHAIRMAN. The next item is "For addition to quartermaster's storehouse, \$8,000."

Major HARRIS. The storehouse is inadequate as it is now. The shops used for the repair of shoes, clothing, etc., are in the upper story of this storehouse. They ought not to be there, because they have to use stoves to heat the irons, and it is more or less risky.

The CHAIRMAN. The storehouse and shops are in the same building?

Major HARRIS. Yes, sir. The storehouse is small.

The CHAIRMAN. What is the character of the shops?

Major HARRIS. One is the tailoring shop and the other is the shoe-making shop. The tailoring shop is the only one that has occasion to use fire. They use oil stoves. Then the storehouse is not large enough to store all the supplies that are used.

The CHAIRMAN. Do you intend to erect this addition and continue to occupy it, as now, with the tailoring shop?

Major HARRIS. We want to get the tailor shop out of there, and the addition is to make it possible to consolidate all the property for which the quartermaster is responsible and get it under one cover.

Senator WARNER. The fact is there is not room for the quartermaster stores.

The CHAIRMAN. Have you submitted estimates in previous years for any of these items?

Major HARRIS. I think so. This asphalt paving was estimated for last year.

The CHAIRMAN. Any other of the items?

Major HARRIS. And some of the items we are coming to. I think the quartermaster's storehouse was estimated for last year and not allowed, and the dormitory for employees.

## EMPLOYEES' DORMITORY.

The CHAIRMAN. What is the necessity for the dormitory?

Major HARRIS. It is for the convenience of the employees that are at work in the power house.

The CHAIRMAN. Where are they accommodated now?

Major HARRIS. In the barracks, which are some distance removed from this power house, and it is not desirable to have the civilian employees quartered with the men.

The CHAIRMAN. Why is it not desirable to have them quartered with the men? They are all civilians now.

Major HARRIS. They are not all civilians.

The CHAIRMAN. The old soldiers are civilians now.

Major HARRIS. We distinguish them as civilians and members of the Home. It is better that they should be at the scene of their labors.

The CHAIRMAN. Where do you propose to build this dormitory?

Major HARRIS. It is proposed to put it over a portion of the power house—the wing in which the electrical apparatus is operated, on the ground floor.

The CHAIRMAN. How many civilians do you propose to accommodate there?

Major HARRIS. Probably eight or ten civilians, the firemen and engineers chiefly. It is desirable that they should be together, because they constitute the fire department of the Home. They operate the chemical engine and hose in case of fire. The men are so old they are not any longer serviceable for firemen and so we organize the civilian employees into a fire department force.

Mr. SULLIVAN. How long does it take to walk from the power house to the dormitory used now? I mean for the civilian employees.

Major HARRIS. It is not a very long walk. The power house is on the hill and the barracks is on the ridge.

Mr. SULLIVAN. That does not convey anything to my mind. How many minutes does it take?

Major HARRIS. Perhaps three or four minutes, not longer than that. It would be an advantage to have them at the power house.

Mr. SMITH. You want to separate these men in the dormitory. Do they eat in the same mess hall with the members?

Major HARRIS. Yes, sir.

## ADDITION TO MESS HALL.

The CHAIRMAN. The next item is "for addition to mess hall, \$1,500."

Major HARRIS. They ask for that appropriation in order to make a little room for the commissary of subsistence and his clerks. They now use a room in the basement of the mess hall, which is dark and badly ventilated and really not suitable for clerical work. The basement of the mess-hall building is used as a storeroom for the subsistence supplies and is not really a suitable place for the office, and they want a little room added to the mess hall.

The CHAIRMAN. It is to add on a room to the mess hall for the clerical force employed at the Home?

Major HARRIS. The clerical force of the subsistence department, so as to get them out of the basement.

The CHAIRMAN. Let us recur for a moment to the item at the top of page 271. The language is "for building with mess hall and kitchen."

Senator WARNER. That is the \$15,000 item. I think that language will cover it, because it would be a mess hall and kitchen and it would simply be added to the other.

The CHAIRMAN. You do not propose to build a mess hall?

Senator WARNER. Yes, sir.

Mr. TAYLOR. "For connecting barracks with mess hall and kitchen," would not that be better?

Senator WARNER. I think that would be better. That would express just what it is.

The CHAIRMAN. You propose to build a kitchen and then a hall connected with the barracks?

Senator WARNER. Yes, sir.

The CHAIRMAN. And the new part connecting the kitchen with the barracks will be used as the mess hall?

Senator WARNER. Yes, sir; for those two barracks.

The CHAIRMAN. Suppose the language should read, "For building hall and kitchen and connecting with barracks?"

Senator WARNER. That is all that would be necessary.

Mr. SMITH. I assume that these combination barracks are also supplied with toilet rooms so that these old men do not have to go out at all?

Senator WARNER. Oh, yes. The buildings are rather old at Leavenworth, but they are substantial buildings, and those grounds—640 acres—are as pretty grounds as ever lay outdoors.

The CHAIRMAN. Did you explain the necessity of the items "for addition to mess hall?"

Major HARRIS. That is the office room.

#### PACIFIC BRANCH, SANTA MONICA, CAL.

##### CURRENT EXPENSES.

The CHAIRMAN. The next Branch is the Pacific Branch at Santa Monica, Cal., and for "current expenses" you provide for an increase.

Major HARRIS. That is for additional civilian clerks chiefly.

##### SUBSISTENCE.

The CHAIRMAN. The next item, "For subsistence," you increase.

Major HARRIS. There is an increase of \$18,000. They have not been able to take in all the members they could accommodate there because they had not a sufficient fund.

The CHAIRMAN. Have you capacity there to accommodate more men than you have?

Major HARRIS. Yes, sir. We have just erected a new barrack there, and I think we can accommodate at least four or five hundred members in addition to what we have there now.

The CHAIRMAN. Four or five hundred more than you have now?

Major HARRIS. Yes, sir.

The CHAIRMAN. Have you many applicants that could not be accepted for want of subsistence funds?

Major HARRIS. Quite a large number—some 200 or 300 at least.

The CHAIRMAN. How do you know, are you advised by the local governor?

Major HARRIS. Yes, sir.

Mr. SULLIVAN. How many members are there at this Branch now?

Major HARRIS. Average number present and absent during the year 1905, 3,240, and whole number cared for during the year 1905, 3,746. That is about the strength now.

The CHAIRMAN. Are you advised from time to time as to the number on the waiting list?

Major HARRIS. Yes, sir.

The CHAIRMAN. Do you know how many there are on the waiting list now?

Major HARRIS. I have not the figures with me to state accurately.

Mr. BROWNLOW. What do you understand by the waiting list?

Major HARRIS. Members who have filed applications for admission and have been told that the Home is full—that there is no room for them.

Mr. BROWNLOW. Colonel Markham and Governor La Grange told me that they had a waiting list of 1,500.

Major HARRIS. I know they said that; but they count all those who made application that they have been obliged to refuse.

The CHAIRMAN. What are the conditions that constitute eligibility for admission to one of these Soldiers' Homes?

Major HARRIS. A member must have served in the civil war or some subsequent war and be disabled from earning his living and show that he has no adequate means of support.

Mr. SULLIVAN. It does not depend on length of service?

Major HARRIS. No, sir.

The CHAIRMAN. The length of service has nothing to do with it?

Major HARRIS. No, sir; except in so far as the manager may take it into consideration. I think it is usually considered. Certainly where there is not room for all, a man with good service would certainly receive the preference.

The CHAIRMAN. He must be incapacitated to such an extent as not to be able to earn his living?

Major HARRIS. Yes, sir.

The CHAIRMAN. And must be without means to enable him to maintain himself?

Major HARRIS. Yes, sir.

Mr. SULLIVAN. And in considering what his means are the amount he receives as pension is not regarded?

#### PENSIONS TO MEMBERS.

Major HARRIS. That is taken into consideration. We do not admit any person receiving a pension of over \$16, except in special cases. We have some—quite a number—who receive more than that, but some of them are so disabled they could not get along without an attendant.

The CHAIRMAN. The \$16 limitation—is that independent of the amount he has to assign to his wife?

Major HARRIS. We do not admit any person receiving a pension of over \$16.

The CHAIRMAN. Regardless of whether they assign any portion of it?

Major HARRIS. If he has a dependent wife and children and assigns a part of his pension to them, he is admitted at the discretion of the manager.

Mr. SULLIVAN. You mean by making an assignment, a legal assignment?

Major HARRIS. An assignment of a portion of his pension to his wife and children.

The CHAIRMAN. If a man is drawing \$24 a month and assigns \$8 to his dependent wife or children, would he be admitted?

Major HARRIS. I think not. I do not think any manager would admit him.

Mr. SULLIVAN. Why?

Major HARRIS. He would then have \$16 a month, and he could go along outside the Home.

Mr. SULLIVAN. But you say the law allows you to admit him if he has not a pension of over \$16?

Major HARRIS. That is not a law; it is a regulation of the board of managers.

Mr. SULLIVAN. They have a very large discretion?

Major HARRIS. They have discretion as to admissions.

The CHAIRMAN. To what extent does the law fix the matter of eligibility of admission, if at all?

Major HARRIS. Without any reference to pensions, service in the civil war or any subsequent war, and inability to earn a living.

Mr. BROWNLOW. You say "service in the civil war or any subsequent war." Are not the soldiers of the Mexican war admitted?

Major HARRIS. Perhaps I am wrong in using the words "civil war or any subsequent war." The law reads:

That all honorably discharged soldiers and sailors who served in the war of the rebellion and the Spanish-American war and the Provisional Army and volunteer soldiers and sailors of the war of 1812 and of the Mexican war—

We have none of the war of 1812 and very few from the Mexican war—

who are disabled by age, disease, or otherwise, and by reason of such disability are incapable of earning a living, shall be admitted into the Home for Disabled Volunteer Soldiers.

The CHAIRMAN. Under that provision if a person is disabled from earning a living he would be admitted, no matter how much pension he might have, except for the regulation——

Major HARRIS (interrupting). The regulation established by the board of managers.

The CHAIRMAN. Have you information as to the number on the waiting list at all the different Branch Homes?

Major HARRIS. No; we have no accurate information.

The CHAIRMAN. Is there a list of the men who are waiting for admission, except at this California Branch?

Major HARRIS. No, sir; we do not require any such list to be kept.



We know the capacity of the Homes and the members which they have.

The CHAIRMAN. Have you applications for more than you can accommodate?

Major HARRIS. At the Pacific Branch; yes, sir.

The CHAIRMAN. What is the situation at the other Branches?

Major HARRIS. At the Togus Branch we have stopped admissions. The Southern Branch is also always overcrowded. The Western Branch is overcrowded continually. The Marion Branch, which comes next, generally has some room. They have not been crowded. The Central Branch is always full. They have considerable room at the Danville Branch.

The CHAIRMAN. This increase of \$18,000 for "subsistence" at the Pacific Branch is to enable the Home to take in and accommodate additional members?

Major HARRIS. To enable the Home to utilize the plant we have there for the care of the members and to take in all the buildings will accommodate.

#### HOUSEHOLD EXPENSES.

The CHAIRMAN. Would not that fact also have some bearing upon the amount necessary for "household?"

Major HARRIS. It would seem it should, but not to the extent of the subsistence.

The CHAIRMAN. I see you are not asking for any increase.

Major HARRIS. They thought that they could get along, and we have not suggested to them to ask for more.

The CHAIRMAN. Do you know whether any part of this \$54,000 appropriated for 1904 has been turned back into the Treasury?

Major HARRIS. Under "subsistence?"

The CHAIRMAN. No; under "household."

Major HARRIS. No, sir. They have not asked for any increase.

Mr. SMITH. Do you find any material variance in the cost of subsistence per capita at the different Homes?

Major HARRIS. Some. At the Pacific Branch the cost is more than at the other Branches for the ration.

Mr. SMITH. How do the other Branches compare—about the same?

Major HARRIS. Well, they average about the same. Occasionally a Branch will get a little above the others; there is no wide disparity. The cost of the ration last year was less than 15 cents.

Mr. SULLIVAN. A day?

Major HARRIS. Yes, sir; per man per day. They are fed as well as they are required to be, and they get good, wholesome, substantial food. We buy no cheap food.

#### HOSPITAL EXPENSES.

The CHAIRMAN. On page 273, "For hospital," you ask for an increase of \$5,000?

Major HARRIS. Yes, sir. That is for the same general reasons that apply at the other Branches. The increased number of members they contemplate taking in will naturally increase the hospital expenses.

## REPAIRS.

The CHAIRMAN. At the bottom of the page "For repairs" you ask for an increase of \$10,000?

Major HARRIS. That is believed to be necessary for the repair of the buildings. They are frame buildings, and we have to spend more money on frame buildings than on more substantial buildings.

The CHAIRMAN. How many bulidings have you there?

Major HARRIS. There must be as many as 50 buildings, I think.

The CHAIRMAN. And the material of which they have been constructed is wood?

Major HARRIS. Yes, sir; entirely, at the Pacific Branch.

The CHAIRMAN. How old is that Home?

Major HARRIS. That Home was established in 1887. I think.

The CHAIRMAN. Do you know what the aggregate cost of the buildings at that Home amounted to?

Major HARRIS. \$736.395.

The CHAIRMAN. And for the annual repairs you ask \$50,000?

Major HARRIS. Yes, sir; but "repairs" means more than repairs to buildings. You will see by referring to the Central Branch appropriation that there is a great number of items paid out of the "repair" fund. All the purchase of machinery comes under that appropriation, and the salaries of the chief engineer, builders, blacksmiths, carpenters, painters, etc.

## PAYMENTS TO EMPLOYEES.

The CHAIRMAN. How many people have you employed under this particular item, and how much is paid for salaries?

Major HARRIS. We paid for "repairs" at the Pacific Branch to civilians \$5,700, and to members \$4,961, making \$10,661 for salaries under "repairs" at the Pacific Branch.

The CHAIRMAN. Have you a statement there of the amount paid for salaries at all of these Branches?

Major HARRIS. Yes, sir.

The CHAIRMAN. Will you kindly hand it to the stenographer. so that it may be made a part of the record?

Major HARRIS. Yes, sir. (See page —.)

The CHAIRMAN. Does that statement contain the expenditures for other items?

Major HARRIS. This statement relates to salaries only, divided between the civilians and members. The hospital is stated in detail as to the salaries of civilians and members and the amounts paid for drugs and medicines, appliances, and the amount for special diet.

Mr. SMITH. In that connection I would like to ask this question: Of course, as I understand, with an ordinary member you supply him not only with board and lodging, but clothing?

Major HARRIS. Yes, sir.

Mr. SMITH. Where these members are paid salaries—that is, clear of everything—that is, they are supplied with food, clothing, and barrack room and then the salary in addition?

Major HARRIS. Yes, sir; where they render service. We can not get it as voluntary service; we have to pay a small stipend.

The CHAIRMAN. About what do they receive?

Major HARRIS. It depends on the class of work they do. Speaking broadly, they get not more than one-fourth of what we would pay to civilians.

Mr. SULLIVAN. In the twelve years enumerated here, the cost of repairs has been \$366,821, and the buildings \$737,000. In other words, the repairs have been only slightly under 50 per cent of the cost of construction in twelve years. Does this paragraph include anything except repairs to the buildings themselves? Does it include repairs to machinery, appliances, etc.?

Major HARRIS. It does and to the furniture. Under the ruling of the Treasury we furnish machinery under this item—all laundry machinery and other machinery.

#### WAGON SHED.

The CHAIRMAN. On page 274 you ask for an increase of \$27,200 for three specific purposes. First, "for wagon shed, \$1,200."

Major HARRIS. Yes, sir.

The CHAIRMAN. How many wagons have you at that Branch?

Major HARRIS. I suppose they may have ten or twelve carriages and wagons.

The CHAIRMAN. What are the carriages and wagons used for?

Major HARRIS. They have a carriage for hospital purposes, to take the patients out to ride. They have a hearse, or they use a caisson in place of a hearse, and then the farm wagons. I think they have some ten or twelve wagons there.

The CHAIRMAN. What are they using now?

Major HARRIS. The inspector reported that they left the farm implements out in the weather, and we do not like that.

The CHAIRMAN. Have you no wagon shed at all?

Major HARRIS. Practically none. I think they use the old barns as far as they can to protect the farm implements, but they have not a suitable place to keep them.

Mr. SMITH. This is really a wagon, carriage, and implement shed?

Major HARRIS. Yes, sir. It is a shed to be erected near the barn and to be used for that purpose.

#### NURSES' QUARTERS.

The CHAIRMAN. The next item is "Nurses' quarters, \$11,000."

Major HARRIS. This is the only Branch that has not nurses' quarters. All the other Branches have. The nurses at the Pacific Branch are quartered in the hospital. The surgeons report that as very objectionable.

The CHAIRMAN. You have female nurses?

Major HARRIS. Yes, sir; and being in the atmosphere of the hospital all the time their health suffers. I think the nurses' quarters should be separate from the hospital.

The CHAIRMAN. How many nurses have you there?

Major HARRIS. Thirteen, I think, at the Pacific Branch. I am not positive. I have not the figures. We have some 10 or 12, anyway.

The CHAIRMAN. Of what material do you contemplate building these quarters?

Major HARRIS. It will be a frame building.

The CHAIRMAN. Your estimate is that it will require \$11,000 to build a frame building of sufficient size to accommodate the nurses, which, in your judgment, number about 13?

Major HARRIS. It will probably provide for more than that. It would provide for the increase in the hospital wards.

The CHAIRMAN. Aside from sleeping, would they take their meals there?

Major HARRIS. Yes, sir.

The CHAIRMAN. They would have a culinary department there?

Major HARRIS. Yes, sir; everything complete. I do not think that the appropriation is too large.

The CHAIRMAN. You can build a pretty handsome residence for \$11,000?

Major HARRIS. Building out there is expensive.

The CHAIRMAN. Not a frame building.

#### SHOP BUILDING.

The next item is "For shop building, \$15,000." That language is about as indefinite as it could be. Can you give us any information as to that item?

Major HARRIS. That is a building for the concentration of the several shops of the Home. We have quite a number of shops. We have an upholstery and repair shop, a harness shop, a horseshoeing shop, a tailor shop, and a shoemaking shop. They are now scattered in various parts of the Home, not in a suitable place, and they are very desirous of getting a building where they can concentrate them for better supervision and convenience.

Mr. TAYLOR. The buildings you have for those purposes are fairly good now?

Major HARRIS. Some of them are in the basement of the barracks.

Mr. TAYLOR. But they are fairly good for the purpose?

Major HARRIS. I am unable to speak positively because I have not visited the Pacific Branch. Our inspectors report that they need the new building.

The CHAIRMAN. Is not \$15,000 a good big sum even for a combination shop?

Major HARRIS. It does seem to be a good sum.

#### MARION BRANCH, MARION, IND.

#### CURRENT EXPENSES.

The CHAIRMAN. The next item is the Marion Branch, and for "Current expenses" you ask an increase of \$1,000?

Major HARRIS. The same reason applies to that as has been stated in reference to the other Branches.

#### SUBSISTENCE.

The CHAIRMAN. For the next item, "Subsistence," you do not ask for any increase?

Major HARRIS. That is a small Home.

Mr. SULLIVAN. Is the number increasing there?

Major HARRIS. No, sir; not materially. They are anticipating some increase.

Mr. SULLIVAN. May not the inconsistency in these appropriations be accounted for by the economy in the administration of some institutions and the lack of economy in others?

Major HARRIS. I think these appropriations do not represent the expenses. Where they have been calling for the same amount for a number of years they are apt to continue it, notwithstanding the fact that a considerable portion of the appropriation was turned in the previous year.

Mr. SULLIVAN. Suppose that is carried on for a number of years, what becomes of the unused balance?

Major HARRIS. It is all turned into the Treasury every year. So we do not attach as much importance as you gentlemen do to the appropriation, because we know that we exercise every economy, and the money we do not use goes back to the Treasury.

Mr. SULLIVAN. The committee can not be truly appreciative of that economy unless it is familiar both with the appropriations and with the unused balances.

Major HARRIS. That is quite true, and I am going to have the figures for you for the fiscal year 1905.

#### HOUSEHOLD EXPENSES.

The CHAIRMAN. Your estimate for the next item, "Household," at the bottom of page 275, shows an increase of \$2,500?

Major HARRIS. That is necessary by reason of the increased cost of heating the buildings, due to the lack of natural gas and oil supply. We have had to buy coal there, and coal is very expensive.

The CHAIRMAN. Did you formerly use natural gas?

Major HARRIS. Yes, sir; entirely, until it gave out. And since then we have used oil, and, as you will perceive, the appropriation is smaller for that Branch under "household" than any of the others.

Mr. SMITH. Has the natural gas entirely given out?

Major HARRIS. It has not entirely given out, but it is not reliable.

Mr. SMITH. Then should the language in regard to the natural gas be maintained in the bill?

Major HARRIS. They have some leased ground there and some ground owned by the Home, and it may be necessary occasionally to drill a new well or redrill an old one in the hope of getting some gas.

#### HOSPITAL EXPENSES.

The CHAIRMAN. "For hospital" you ask an increase of \$2,000?

Major HARRIS. The same reason applies that was given as to the other Branches.

The CHAIRMAN. The reasons that were given for the increases at the other Branches under that head?

Major HARRIS. Yes, sir; the increasing infirmities of the members.

## REPAIRS.

The CHAIRMAN. Under the next item, "For repairs," on page 277, there is a decrease?

Major HARRIS. Yes, sir; they had an unusually large estimate for repairs the year before.

Mr. SMITH. I want to call your attention to the fact that you have the language "and for necessary expenses for the procurement, piping, and preservation of natural gas" under "Household," and then you seem to have it under "Repairs."

Major HARRIS. Yes, sir; that is put in under three appropriations, in order that any balance that might be available could be used for that purpose. It is a very indefinite item. It was put in when Colonel Steele was a member of Congress, at his request. Under the peculiar conditions there I think it is to the public advantage to have that language in the bill.

The CHAIRMAN. Has it ever been necessary for you to draw on any fund other than the appropriation under "Repairs" for the purpose of the preservation of natural gas?

Major HARRIS. Yes, sir; we have used the appropriation under "Household" and under "Farm" in some instances.

Mr. SMITH. When this bill comes up for final consideration I shall move to strike it from every item except one, and I wish you would indicate which item you would rather have it carried in.

The CHAIRMAN. And the aggregate amount needed.

Major HARRIS. It should be carried under "Repairs," and the "Repairs" appropriation should be increased.

The CHAIRMAN. And the other appropriations could be reduced?

Major HARRIS. Probably it more properly belongs under "Household." I think, perhaps, it had better be left under "Household," and in that case you would have to increase the "Household" appropriation from \$46,000—I should say it should be increased at least \$2,000—to \$48,000. It should be left in under one of the appropriations.

## FARM.

The CHAIRMAN. The next item is "For farm," and you estimate an increase of \$2,500?

Major HARRIS. They are starting a dairy there. They had an appropriation of \$9,000 for a dairy farm. They bought some cows, but not enough, and it requires more employees, and that increase is mainly for that purpose, to develop a dairy. It is necessary, because it is very difficult to get good milk in that country, and the rates are very high.

## DANVILLE BRANCH, DANVILLE, ILL.

## CURRENT EXPENSES.

The CHAIRMAN. We will pass on to the next item, the Danville Branch, page 278, and the estimate for "current expenses" has been increased \$2,500?

General HENDERSON. There are very few items in the Book of Estimates that I really know anything about, but Major Harris is thor-

oughly informed. I have not been advised of any increases except as to one or two items.

Major HARRIS. As to the "current expenses," the reasons are the same as stated in regard to the other Branches, to employ additional civilian clerks.

## SUBSISTENCE.

Mr. SULLIVAN. And you are asking an increased appropriation for subsistence?

Major HARRIS. That is required. They run very close in their subsistence appropriation. In fact, they had a deficiency appropriation this year for subsistence.

General HENDERSON. I think we have had a larger number at the Danville Home during the last six months.

Mr. TAYLOR. There will be a deficiency at the Danville Branch?

Major HARRIS. That was the year before this.

Mr. TAYLOR. Will there be a deficiency this year?

Major HARRIS. No, sir.

Mr. TAYLOR. Why are you asking for an increase of \$5,000?

Major HARRIS. They anticipate it will be needed. The number of members is increasing there somewhat. I know that they use up the subsistence fund pretty closely.

General HENDERSON. There has been a considerable increase in the number of those present during the last six months.

The CHAIRMAN. How many have you there in all?

General HENDERSON. There are about 3,400 members, present and absent. Of course the number present fluctuates, but I think they have about 2,400, and that is a little larger number than usual.

Mr. SULLIVAN. What is the number at the Pacific Branch?

Major HARRIS. The average number present during the year ending June 30, 1905, was 2,145 at the Pacific Branch, and the average number present and absent for the year ending June 30, 1905, was 3,240. The average cost of the ration at the Pacific Branch is 17 cents. That is a little above the average.

## HOSPITAL EXPENSES.

The CHAIRMAN. "For hospital" there is an increase of \$7,500.

Major HARRIS. That is due to the fact that the hospital has been increased by the building of an additional ward, and a large portion of this money is required for the equipment of that portion of the hospital. The new ward requires additional attendants, nurses, and others for the care of the sick. I do not think it is excessive, considering the conditions.

General HENDERSON. It is a very valuable addition to the hospital.

## OIL AND POWDER HOUSE.

The CHAIRMAN. On page 280 there is an estimate "For oil and powder house, \$1,000."

Major HARRIS. They have no place to keep the powder and oil.

The CHAIRMAN. Do they keep the oil and the powder in the same house?

Major HARRIS. Yes, sir; I think so. The idea is to isolate it and not to keep it in the general storehouse.

The CHAIRMAN. Most cities require powder to be kept outside the city entirely. Why do you keep the powder and oil together?

Major HARRIS. We could not ask for two appropriations.

The CHAIRMAN. How large a house do you require for the keeping of the powder?

Major HARRIS. A very small house. One thousand dollars is a small appropriation. It might not cost that much.

Mr. SMITH. How much powder do you have to keep on hand?

Major HARRIS. Not a large quantity. We get it from the Ordnance Department of the Army. We never have more than 40 or 50 pounds on hand. Then we have cartridges to fire salutes for the dead. We put them in the same magazine.

Mr. SULLIVAN. Have you these houses at the other Branches?

Major HARRIS. I think at all the other Branches they have these houses.

#### CHAPLAIN'S QUARTERS.

The CHAIRMAN. The next item is "For construction of chaplain's quarters, \$5,000."

General HENDERSON. I really think that ought to be \$4,000. The governor thinks that \$4,000 will be sufficient.

#### COMBINATION BARRACK.

The CHAIRMAN. We have a supplemental estimate for a combination barrack, \$50,000, at this Branch Home?

General HENDERSON. In regard to that, there has been so much said here already by others who have spoken of combination barracks that I hardly think I need to say much more. There is, in my opinion, an absolute necessity for a combination barrack at the Danville Branch. Governor Murphy, in his statement, said that all the other Branches had them, but the Danville Branch has never had a combination barrack. The governor fixed a temporary provision for the more feeble men, the blind, halt, and lame who could not go to their meals in the basement of one of the barracks, but we have never had any combination barracks there, and there has always been a growing necessity for them.

These men are 65, 70, 75, and 80 years of age, and some of them even 90 years of age, and I have seen them myself standing out in a snow storm at the mess hall, after being compelled to go there from the barracks, waiting for the doors to be opened, before being admitted into the mess hall. It is really a cruel thing to compel the old men to go out in the storm for their meals, and there is necessity for a combination barrack, so that we can provide for the comfort of the most infirm—partly blind—who can not see very well and can not walk very well, more especially in the winter season of the year. It is not a question of room at all; it is a question of the comfort and care of the old soldiers and to provide a more comfortable way for them to get to their meals in the winter time especially.

It is proposed to erect this barrack, if the appropriation should be made, within the circle and fill a place where it was expected that an ordinary barrack would be constructed, but it has been constructed, and when it is completed, according to the conversation I had with the governor, it will be a very trifling expense to connect it



with two others—one on each side—by erecting a covering, so that the men from the other barracks can pass through, and you can provide for quite a number of old men.

Mr. SULLIVAN. How many would it accommodate?

General HENDERSON. It has been stated here to-day, and I suppose each ward would accommodate about 50, from 400 to 600. You can connect them with two other barracks—one north and one south—and have a passageway, so that the men could go through.

Mr. SULLIVAN. This barrack, independent of the other, would accommodate how many?

General HENDERSON. Two hundred.

The CHAIRMAN. I would like to ask whether the board has considered the fact that the conditions which render necessary the combination barracks to-day will continue until ultimately it will be necessary to have combination barracks to accommodate all of the inmates of this Home.

General HENDERSON. Yes, sir; they are fast coming to that.

The CHAIRMAN. In view of that fact, has the board considered the advisability of putting another story or more onto the two stories and then equipping the building with elevators to go up and down, rather than building so many different buildings?

General HENDERSON. The trouble is that these old men can not go up and down stairs.

The CHAIRMAN. I say to equip the buildings with elevators.

Mr. BROWNLOW. That would make it very dangerous in case of fire.

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THURSDAY, April 12, 1906.

MOUNTAIN BRANCH, JOHNSON CITY, TENN.

CURRENT EXPENSES.

The CHAIRMAN. We will next take up the Mountain Branch. I observe that you do not ask for any increase for this Branch under the head of "Current expenses."

Major HARRIS. No, sir.

SUBSISTENCE.

The CHAIRMAN. And for the item "Subsistence" you estimate that the appropriation for the next fiscal year should be \$114,000, as against \$135,000 for the current year?

Major HARRIS. Yes, sir. It being a new Branch it was quite difficult to estimate as to their needs. Previous to last year the appropriations were made in a lump sum.

The CHAIRMAN. How much balance do you suppose you will have this year in that fund?

Major HARRIS. I can not say. I think they will have ample to turn back funds under every head of expenditure.

HOUSEHOLD EXPENSES.

The CHAIRMAN. That is also the reason for the reduction in the amount of "Household?"

Major HARRIS. Yes, sir; for all of the several heads the same reason applies.

## TRANSPORTATION.

The CHAIRMAN. I note you ask for an increase of \$1,500 for "Transportation." Is that due to the fact that it is a new Home?

Major HARRIS. Yes, sir; and we do not desire to refuse anybody admission who comes there. The plant is ample for a larger number than is there at present.

The CHAIRMAN. How many can you accommodate at that Home?

Major HARRIS. About 2,000.

The CHAIRMAN. And you have how many there now?

Major HARRIS. There are between 1,400 and 1,500 on the rolls.

## REPAIRS.

The CHAIRMAN. This being a new Home, how do you account for the appropriation of \$30,000 under the head of "Repairs?" Was any part of that appropriation used this year for repairs and maintenance?

Major HARRIS. Salaries of the members and employees are paid from "Repairs."

The CHAIRMAN. I know the salaries are. Do you use any part of this fund for actual repairs to the buildings?

Major HARRIS. Very little is used for the repair of the buildings. It may be in some cases that the plastering needs patching up. We are putting in appliances to lessen the smoke nuisance in the power house. That comes out of the "Repairs" appropriation.

The CHAIRMAN. I notice under the same item that the Leavenworth Branch, where they have more than double the number of inmates you have, has this year only \$50,000 for all the items coming under the general head of "Repairs."

Major HARRIS. Yes, sir. There will be a considerable proportion of this \$30,000 that will be returned to the Treasury. Just how much I can not say, but a new Branch requires large expenditures under that head for the reason that it must be equipped with all the different tools and appliances that are required, and it takes some time before it is fully equipped.

The CHAIRMAN. Do you not think that you could get along with less than \$30,000 this year?

Major HARRIS. Possibly we could get along with less, but I do not think it would be prudent to make it less, because we may not have enough.

Mr. BROWNLOW. We had trouble there with our steam plant, you know?

Major HARRIS. Yes, sir.

Mr. BROWNLOW. And we had to spend about \$1,500 for that purpose?

Major HARRIS. I think we have spent about \$1,500 for that.

The CHAIRMAN. What is the nature of that trouble?

Mr. BROWNLOW. When they go down a little distance they get into the red clay and the red clay was hugging the pipes and did not allow expansion and contraction.

The CHAIRMAN. What are you doing with steam pipes in clay?

Mr. BROWNLOW. They should have been put in a tunnel, but the

engineer thought that this would do and save about one-half of the expense.

The CHAIRMAN. You have no conduits; just run the steam pipe on the ground?

Mr. BROWNLOW. It is covered.

Major HARRIS. It is boxed in a conduit. The pipe is covered.

The CHAIRMAN. With cement?

Major HARRIS. No, sir; with lumber.

The CHAIRMAN. It is not a cement conduit?

Major HARRIS. No, sir.

Mr. BROWNLOW. It would not allow the expansion and contraction of the pipe, and it pulled apart in places. We took it out, and wherever it occurred we put in a tunnel about 2 feet deep and 8 inches wide so as to allow the pipe to contract and expand according to the heat and cold.

Major HARRIS. This difficulty occurred in the filled ground. The clay there is very compact and the ground settled and allowed the conduit in which the steam pipe was to sag and that was the primary cause of the trouble.

Mr. SMITH. How long is this pipe?

Mr. BROWNLOW. It is about 1,200 feet long.

Major HARRIS. Of course this sagging of the pipe affected the whole system, and it had to be dug up, and that is where the trouble was.

The CHAIRMAN. Is your piping covered with asbestos?

Major HARRIS. Yes, sir.

#### CEMENT WALKS.

The CHAIRMAN. The next item is, "For cement walks, \$7,500." Can you give us the number of square yards?

Major HARRIS. I do not believe I have that data. It has been inquired into very carefully.

Mr. BROWNLOW. One walk is 2,600 feet long.

The CHAIRMAN. And how wide?

Mr. BROWNLOW. Ten feet wide.

Mr. SMITH. This walk ought to be laid for 12½ or 15 cents a yard.

Mr. BROWNLOW. I asked the governor to make an estimate of the lowest possible amount that we could get along with for the walks in the reservation this year. He is a very careful man, an exceedingly careful man, has been a judge on the bench for sixteen years, and I do not know of a more conservative officer connected with any Branch of the Soldiers' Home.

The CHAIRMAN. Kindly ascertain from the governor of the Mountain Branch the number of square feet of walk that are proposed to be constructed and the price per square foot, and whether or not in ascertaining the cost he has consulted different contractors or only one.

Mr. BROWNLOW. The price is based upon the experience we had last year in building one walk, but I will procure that information.

*Schedule showing location and measurements of proposed concrete walks for Mountain Branch National Home for Disabled Volunteer Soldiers.*

Curved walks in plot between quartermaster's store and administration building-----	Sq. ft.
Walks in front of mess hall-----	11,844
Walks around spring-----	6,060
Walks in front of power house-----	2,550
Walks around chapel-----	1,704
Walk in front of memorial hall-----	1,544
Walks at front and rear of nurses' cottage-----	672
Walk in front of Carnegie library-----	156
Walks at entrances to-----	387
Barracks No. 1-----	5,107
Barracks No. 2-----	5,107
Barracks No. 3-----	3,080
Barracks No. 4-----	980
Barracks No. 5-----	2,228
Barracks No. 6-----	980
Mess hall-----	2,454
McMahon avenue to Carnegie library-----	3,282
Carnegie library to chapel-----	1,628
Total-----	49,836
Total for walk on south side McMahon avenue-----	15,894
Grand total-----	65,730

**FARM.**

The CHAIRMAN. The next item is, "For farm," and you ask an increase of \$3,000.

Major HARRIS. That increase is due to the operation of the dairy, which is a new project there. It is necessary to increase the herd in order to get milk enough to supply the Branch. There is practically no milk to be procured by outside purchase.

The CHAIRMAN. How much of a farm have you there?

Major HARRIS. 447.84 acres.

The CHAIRMAN. Is all that land under cultivation?

Major HARRIS. A very small portion of it; much of it is not suitable for cultivation.

The CHAIRMAN. You maintain a dairy there in connection with the Home?

Major HARRIS. Yes, sir. There is an abundant area of pasture land, and the dairy is for the Home.

The CHAIRMAN. This additional \$3,000 is necessary in the development of the dairy, and the improvement of it, and enlargement of it?

Major HARRIS. Yes, sir.

The CHAIRMAN. At the present time it does not supply a sufficient quantity of milk for the Home?

Major HARRIS. Yes, sir; I think it does. We have bought milk, but I think now the dairy has developed to supply the members, but the membership is constantly increasing.

The CHAIRMAN. You want to increase the supply beyond the demand?

Major HARRIS. No; we anticipate the Branch will fill up.

The CHAIRMAN. You want the \$3,000 in anticipation of the increased number at the Home?

Major HARRIS. Yes, sir.

Mr. SMITH. Has the dairy been in existence all of the present fiscal year?

Major HARRIS. The present dairy?

Mr. SMITH. Yes, sir.

Major HARRIS. Yes, sir.

Mr. SMITH. So to maintain the present sized dairy would not require an increase?

Major HARRIS. No, sir.

Mr. BROWNLOW. We first bought 20 cows, and then purchased about half of our milk or more. We then purchased 40 additional cows, making 60 in all. Since the purchase of those cows the milk supply has been ample for the use of the Home.

Mr. SMITH. A portion of the 60 cows are dry all the time?

Mr. BROWNLOW. The same percentage you would find in any other herd.

Mr. SMITH. Do you know what that percentage is?

Mr. BROWNLOW. No, sir. We have been building a dairy barn, which was ready the 1st of February, was it not, Major Harris?

Major HARRIS. Yes, sir; about that time.

#### BATTLE MOUNTAIN SANITARIUM, HOT SPRINGS, S. DAK.

(See also page 1065.)

#### CURRENT EXPENSES.

The CHAIRMAN. The next item is the Battle Mountain Sanitarium, at Hot Springs, S. Dak., and I observe that you ask for an increase there of \$50,000 under the item of "current expenses."

Major HARRIS. Yes, sir.

The CHAIRMAN. That sanitarium is not yet in operation?

Major HARRIS. No, sir. If it was it would be very much easier to estimate what they would require.

The CHAIRMAN. When do you anticipate it will be completed?

Major HARRIS. The indications are now that it will be next October before they will be able to take in any members.

The CHAIRMAN. None of this money will be necessary until that time?

Major HARRIS. Yes, sir; it is necessary for the equipment of the sanitarium.

The CHAIRMAN. Why do you not estimate specifically for the equipment?

Major HARRIS. It has been the custom to equip the Homes from a lump-sum appropriation of this character.

The CHAIRMAN. After the Homes are constructed, do you then have general language of this kind for the purpose of getting appropriations to purchase the necessary equipment, appliances, furniture, fixtures, and things of that kind?

Major HARRIS. Yes, sir. That has been the custom for the first two or three years, to make the appropriation in a lump sum, because it is difficult to know what the expenditures will be under any particular head.

The CHAIRMAN. Why is it not a comparatively easy matter to estimate what furniture and what equipment will be necessary for the proper management of the Home or the sanitarium in this case and submit a specific amount under the head of furniture and equipment?

Major HARRIS. We must also have a fund available when we begin to receive members.

The CHAIRMAN. Why can not you make the estimate so that we can tell how much you want to expend for furniture and the furnishing of the sanitarium separate from the amount necessary for current expenses, maintenance, farm, etc.?

Major HARRIS. It would be somewhat difficult to do that now, because we have to make contracts for some expenditures from this year's fund, which is appropriated in the same way.

The CHAIRMAN. The expenditures for furnishing and equipment must necessarily precede the expenditures of any appropriation for any of the purposes mentioned in the first paragraph relating to the Central Home?

Major HARRIS. The expenditures go on together. All the expenditures necessary for equipment are included in some one of these heads of appropriation, which makes the whole sum available.

The CHAIRMAN. How much of this \$100,000 has been expended?

Major HARRIS. A very large portion of it will be turned back. Not more than \$20,000 will be expended this year.

The CHAIRMAN. How much of the \$50,000 appropriated in 1905 was turned back?

Major HARRIS. Very nearly the whole of it. The contract for completion expired last December, and we were obliged to extend the time. They have had a very bad winter out there. During the winter of 1904-5 they practically did nothing for five or six months. The weather was such that they could not proceed, and in the spring they had a disastrous flood, which interfered very seriously with the operations.

#### IMPROVEMENT OF ROADS, WALKS, AND GROUNDS.

The CHAIRMAN. Have you any personal knowledge as to the character and extent of the roads and walks and improvements of the grounds, for which you estimate \$40,000 for the sanitarium?

Major HARRIS. I have from observation when I visited there.

The CHAIRMAN. Have you a detailed statement in connection with this estimate from the man in charge of the sanitarium?

Major HARRIS. No, sir; there was no detailed estimate submitted. Captain Palmer, one of the managers, is the local manager of that institution, and this estimate for appropriation was put in at his request as being necessary. They have had the advice of a landscape artist and a report on the subject, upon which I suppose this estimate is based, but it is not in detail.

The CHAIRMAN. Then this is a mere guess?

Major HARRIS. It is not a mere guess, but the landscape artist's report indicated in a measure what was necessary, and Captain Palmer's estimate was based on that. I think that Mr. Martin is very fully informed in regard to it.

## CLOTHING.

The CHAIRMAN. The next item is "For clothing for all of the Branches," and I see that you ask for the same amount that you are receiving under the current law.

Major HARRIS. Yes, sir; it was reduced the year before, I think. The demands upon that appropriation are uniform year after year. Of course the membership is increasing a little, but we are getting along very well with that amount.

Mr. TAYLOR. Do you expend it all?

Major HARRIS. We turn in some every year—a small amount. I might say in relation to the turning in of unexpended balances that the only statement we can render now is a statement of the unexpended balances for the year 1905.

The CHAIRMAN. That is what we want.

Major HARRIS. Those are the only ones we can tell anything about, but I was going to remark in this behalf that it is to be taken into account that the expenditures for 1905 are an unreliable basis for the expenditures for 1907.

The CHAIRMAN. They would not be an absolute guide, but nevertheless they would be an indication to be taken into consideration in connection with the increases in the various Homes since that time?

Major HARRIS. Yes, sir.

Mr. SULLIVAN. They will be better than the present system, which affords no opportunity for comparison.

Major HARRIS. The balances we turn in accrue by very careful and strict economy. We are just as careful at the end of the year as at the first of the year to see that not a dollar or one cent is expended that is not necessary.

## SALARIES OF OFFICERS AND EMPLOYEES, BOARD OF MANAGERS.

The CHAIRMAN. The next item is on page 283, "For salaries of officers and employees of the board of managers and for outdoor relief and incidental expenses, viz."

Mr. BROWNLOW. There is a document here in relation to that appropriation.

Mr. SMITH. It says a saving in the neighborhood of \$3,000 will be effected.

## INSPECTOR-GENERAL AND CHIEF SURGEON.

Major HARRIS. We ask in the estimate for a medical director at a salary of \$3,500. That is in addition to the other officers that are provided for by existing law.

The CHAIRMAN. The present law provides a salary of \$3,000 for the inspector-general?

Major HARRIS. Yes, sir; but we request in our estimate an additional appropriation of \$3,500 for a medical director. That is exceedingly important.

The CHAIRMAN. Now, you withdraw that?

Major HARRIS. Yes, sir; because we have combined in the appointment of a surgeon the offices of inspector-general and chief surgeon.

Mr. SMITH. The inspector-general at \$3,000 in the bill you strike out?

Major HARRIS. Yes, sir.

The CHAIRMAN. What is the title you want this man to have?

Major HARRIS. Inspector-general and chief surgeon.

Mr. TAYLOR. At what salary?

Major HARRIS. Three thousand five hundred dollars.

Mr. TAYLOR. The salary remains the same?

Major HARRIS. It is \$500 more than the inspector-general has been getting.

Mr. SMITH. In this same item on page 283 I notice that you change the language "two assistant inspectors-general, at \$2,500 each." to "two assistant inspectors-general, \$5,000."

Major HARRIS. That is a clerical omission. It should be worded precisely the same as it has been.

#### CLERICAL SERVICES.

The CHAIRMAN. I notice right below that you strike out \$12,000 and insert \$14,500, an increase of \$2,500.

Major HARRIS. That is to cover the clerical services of the office of the president of the board of managers and the office of the general treasurer. The amount—\$2,500—is larger than it should be, and \$500 can very properly be taken off. I think the \$2,000 should be appropriated in addition to the \$12,000 heretofore appropriated.

Mr. SULLIVAN. Making \$14,000?

Major HARRIS. Yes, sir.

The CHAIRMAN. Those are the only changes you make in the appropriations for clerical services?

Major HARRIS. Yes, sir.

#### STATE OR TERRITORIAL HOMES FOR DISABLED SOLDIERS AND SAILORS.

(See also page 1076.)

The CHAIRMAN. The next item is under the head of "State or Territorial homes for disabled soldiers and sailors," for which you estimate an additional appropriation for the next fiscal year of \$75,000. Will you kindly explain the necessity for that increase?

Major HARRIS. It is absolutely certain that the amount asked for will be required, for the reason that the membership in State homes is increasing constantly and we have to provide for a deficiency appropriation every year. The State authorities complain bitterly at being held up on appropriations that they are entitled to by law. We have to wait until Congress assembles and get a deficiency appropriation to square up the amount due them to June 30 of the year previous. The amount appropriated in the last fiscal year was \$188,000, I believe, for that purpose.

It has been the policy of the committee, if I may venture to say so, heretofore to make a small appropriation with a view to making a deficiency appropriation to cover the exact expenditures when that should be known, but it is a little hard on the States to have them held up in that way.

Mr. SMITH. Did you get any deficiency appropriation this year?



Major HARRIS. Yes, sir. I think if the amount asked for is appropriated there will still be a deficiency, but not a large one.

Mr. TAYLOR. What was the deficiency for 1905?

Major HARRIS. \$188,000.

Mr. TAYLOR. Was there any deficiency for 1906?

Major HARRIS. There will be a deficiency. We can not yet say how much it will be.

The CHAIRMAN. The urgent deficiency appropriation was \$188,-879.87.

Major HARRIS. That was the exact amount required to pay the States the amounts they were entitled to.

Mr. SMITH. That is a specific charge of \$100 a man?

Major HARRIS. Yes, sir.

Mr. SMITH. And there is no possibility of saving anything?

Major HARRIS. No, sir; and the number will be quite as large this year as last.

The CHAIRMAN. Is there anything further you wish to state to the committee?

Major HARRIS. Nothing further except in regard to the item for the roads and walks at the sanitarium.

The CHAIRMAN. We have sent for Mr. Martin, and when he comes in, if you have anything further to say, we will be glad to hear you then.

Major HARRIS. I would like to be present when he is here.

#### BATTLE MOUNTAIN SANITARIUM, HOT SPRINGS, S. DAK.

### STATEMENT OF HON. EBEN W. MARTIN, A REPRESENTATIVE FROM SOUTH DAKOTA.

#### ADDITIONAL ROADS AND WALKS.

The CHAIRMAN. On page 282 we have under consideration the item, "For additional roads and walks and improvement of grounds at the Battle Mountain Sanitarium, South Dakota, \$40,000." We would like to have you explain the conditions out there and the necessity for the appropriation.

Mr. MARTIN. The board of managers have asked for this item for the purpose of grading the grounds, the construction of roads and walks, and preparing the grounds generally in a suitable way for use in connection with the sanitarium itself.

The CHAIRMAN. What is the limit of cost of this sanitarium?

Mr. MARTIN. There is no limit of cost in the bill as originally passed. The bill passed in May, 1902, providing for \$150,000 for the erection of a sanitarium at Hot Springs, S. Dak., upon land to be furnished by citizens of Hot Springs. It also provided that one or more medicinal hot springs should be furnished to the Government free of charge, or the water emanating from such springs. The citizens met those conditions.

The demands of the board, when they came to make their demands for what they required in the way of springs, were considerably in excess of what was understood by the citizens, and the amount of ground was also more than was understood; but all those demands have been provided for. Over 100 acres of ground have been donated

gratuitously by the citizens to comply with the provisions of the bill. Some of that ground was in the heart of the town of Hot Springs. It happened to be a high table-land, centrally located, which had not been used thus far except for high school buildings. Some 50 acres were given at that place and immediately adjoining it the remaining 50 acres.

The CHAIRMAN. When the citizens donated the ground they also donated the use of the springs, and the appropriation was for the erection of a sanitarium?

Mr. MARTIN. Yes.

The CHAIRMAN. \$150,000 was appropriated?

Mr. MARTIN. Yes. That was the first appropriation.

The CHAIRMAN. How much has been appropriated since that in addition?

Mr. MARTIN. There has been appropriated in one further item \$350,000 in the following Congress, and an additional item of \$75,000 for the completion of the buildings, and in a subsequent Congress \$25,000 for the erection of three separate cottages or residences for the officers of the sanitarium; so that, in round numbers, \$575,000 has been provided by Congress for the construction of the sanitarium buildings.

Mr. SULLIVAN. That makes \$600,000.

Mr. MARTIN. I was about to add \$25,000 for officers' homes, making in all \$600,000.

Mr. BROWNLOW. Was not \$7,500 also appropriated for a conservatory?

Mr. MARTIN. Yes, sir; \$7,500 in addition. Now, you ask what was the limitation of cost. As I say, there was no limitation of cost in the bill creating this sanitarium. The statute establishing it provides for the erection of a sanitarium upon land to be furnished by the citizens.

The CHAIRMAN. Without mentioning any limit of cost?

Mr. MARTIN. Without mentioning any limit of cost. In the next item, \$350,000, a limit of cost was placed upon the sanitarium, but, as I interpreted it and as Congress at the time interpreted it, I think, it was a limit of cost upon the sanitarium buildings and furnishings in connection with it.

Mr. SULLIVAN. What was the limit?

Mr. MARTIN. \$350,000 at that time, in addition to the \$150,000—

The CHAIRMAN. Previously appropriated?

Mr. MARTIN. Yes. To show that my interpretation of that limitation is right, I think it appears in that very act itself, because in the next appropriation act there is one appropriation of \$10,000 for purchase of additional land, which was intended to round out the plant.

The CHAIRMAN. In other words, Congress, after placing this limitation upon the building, appropriated \$10,000 additional for land in addition to that previously donated by the citizens?

Mr. MARTIN. Yes, sir. Then afterwards, when the \$75,000 was appropriated, no limitation of cost was mentioned or referred to. Neither was there when the \$25,000 and the \$7,500 for greenhouse were appropriated, so that I think I have made myself clear upon the authorizations. And as I read the statute in connection with this, the item here requested, which asks nothing whatever in the way of new property, there is an authorization to require additional

land for these roads. But there is nothing of that in this respect, as I understand it, that contravenes any limitations in any of these acts.

The particular provision which I ask to be inserted is as follows:

For the grading and improvement of grounds, the construction and completion of roads and walks, and the acquisition of land necessary for such purpose, which may be acquired either by purchase or condemnation, the sum of forty thousand dollars.

The need of that latter part of the paragraph I will explain to the committee. The Government is obtaining by this construction the most complete and unique sanitarium, I think, in the United States or in the world. The climatic conditions of Hot Springs, S. Dak., are delightful. It is at an altitude of 3,500 feet, at the base of the Black Hills. These springs are marvelous in their cures for rheumatism and kindred diseases.

The Grand Army of the Republic, for a series of years, in its national councils and meetings took up this matter of the establishment of a sanitarium at Hot Springs, and it had a standing committee for many years, independent of those people out there, of which Captain Palmer, of Omaha, was a member, and that committee presented that matter to Congress for many years, and finally this legislation was passed.

There have been many marvelous cures effected there. The Government made a practical test of this subject. It sent some sixty members from the National Home up there on a trial test before it located the sanitarium there, and those members from another Branch Home were placed in the State sanitarium, which is also at Hot Springs, and they were treated there in the hospital for a series of months in charge of official surgeons, and the reports made of those experiments were so satisfactory that they led to the establishment eventually of this Government sanitarium at that place.

Now the board of managers are doing with this \$600,000 appropriated for these buildings something which has never before been done in connection with these Homes. They are constructing, in connection with those buildings, which embrace six large wards, an administration building, a large service building with wings for laundry and baths, a corridor connecting the entire system, and a ninth building, a very large one, and a tent building, a barn, and all equipment in connection with that, and three houses for the officers, and a greenhouse, all within the items I have spoken of. Notwithstanding the advance in the cost of building materials, the actual construction is being completed within the appropriations. Those buildings are of stone, and are most durable and handsome in their style of construction.

This particular appropriation asked for here is for rounding out the plant, as I said, and making the grounds conform to the architecture of the buildings.

The CHAIRMAN. What approaches are there now?

Mr. MARTIN. None except the most primitive kind. A railroad has been put upon this plateau for the purpose of getting materials up for construction.

Mr. TAYLOR. All those walks or roads are upon lands that you own?

Mr. MARTIN. Yes.

Mr. TAYLOR. They are not upon lands not owned by the Government?

Mr. MARTIN. No, sir.

The CHAIRMAN. The proposition is that it may become necessary in the construction of a road, to condemn some land that the Government does not own?

Mr. MARTIN. Yes. That I will explain, but the road, when built, will be entirely upon Government property.

Now that site, gentlemen, is 100 feet, in round estimates, above the bottom of the valley, immediately touching upon this site, so that it is a slightly plateau in the center of the town, with other lands adjoining immediately to the east.

One thing that makes the necessity so great in the construction of roads is the fact that they have to go up upon that high plateau, a distance of almost a hundred feet. The particular roads that the management propose to construct out of this appropriation are three in number.

One of them starts near the point No. 1 on this diagram [producing same]. The photograph here [indicating] is taken from No. 1, but starting a little east from there, going along the side, to station No. 2 on this diagram. These curved lines simply show the contour of the country, and the photographs which I have here show it a little more in detail.

This photograph, No. 2, is taken here [indicating], and shows the first course of road to the plateau. Immediately to the left, at the corner of the picture, you will see the top of one of the sanitarium buildings, which sets back from here, I should judge, 400 feet. The first road will start at the point marked with a red cross in the picture No. 1, and goes on up the slope here, a distance that I estimate as an eighth of a mile, or nearly that. Anyhow it is a distance of from 800 to 1,200 feet, and lands upon the top of the ridge there, and makes a circle back to the main building.

A portion of this ground over which that roadway must run is still owned by private individuals. They are lots in the town. The point where No. 1 is taken is in the neighborhood of 100 feet below No. 2, where that road will first touch the top of the ridge. These lots in here the local management of the sanitarium have already taken options on from people at very reasonable rates, and out of this \$40,000 something in the neighborhood of \$2,000 will be required to get those lots. This is immediately behind some of the stone business houses of the town, upon the block immediately in front; but no building will be torn down, and the rates they have got in their options will be very reasonable. I have asked, however, for a condemnation clause, for use only in case it should become necessary.

When that road reaches the top of No. 2 it has a semicircular course around the front of the administration building, where there is a carriage entrance. Now, from No. 2 you are looking here in the face of the administration building. You will see from here [indicating] the condition it was in in course of construction, on December 30 of this last year—about three months ago.

Here in sight is one of the wings of the hospital building proper. Now, Captain Palmer, the member of the board of managers who

has charge of this sanitarium, has written me very fully in detail about this work, and I will file his letter here with the committee:

OMAHA, NEBR., *January 30, 1906.*

HON. EBEN W. MARTIN,  
*Member of Congress, Washington, D. C.*

MY DEAR FRIEND: I send you inclosed herewith a diagram showing position from which photographs were taken, showing grounds, their condition, and the hillsides from the Battle Mountain Sanitarium property, which you will recognize.

View from station No. 2, the road up the sidehill, lands about where I have made red-pencil cross.

View from station No. 1 is the reverse, showing where the road starts, red cross on the left margin, and where it ends red cross on right margin. The road has to be walled from both sides—from the right-hand side as it will go up, to prevent washouts and slides, and from the left-hand side across the driveway, for the same purpose.

View from station No. 6, looking northeast, shows the rough bank that must be sloped down and used to fill up rough places, as shown by the red-pencil mark.

View from station No. 5 shows a large amount of dirt that must be taken away and filled into the places where the crosses are. Just east of the post you see in the picture is a narrow sag. The new dwellings—three—must be built on this hogback that runs from the sanitarium to the schoolhouse, and necessarily must be placed below the surface of the ground in front, as it is a narrow ridge. The ridge must be taken off and moved over into the ravine, going down Tenth street—upper part of it—and over the bank east of these residences.

The view from station No. 2, looking northeast, does not begin to show how rough the ground is. Where the horses stand, from the bottom of the picture, they are at least 20 feet higher.

The view from station No. 4, looking northeast, shows the upper end of the ravine, which must be filled up almost down to the tree to the right-hand side of the picture, and the pile of rock and debris to the left where the road crosses is in a hole about 10 feet below the level. The ravine immediately above the name of the picture or below the little bush on the sidehill, marked with a red pencil, is fully 15 feet deep.

You get a better view of this ravine from station No. 3 looking southeast. The road from Tenth street, coming up this ravine, winds along the bank next to the high school building across the ravine, just above the first tree in the picture, then swings around and makes another crossing behind the tree, landing on the hill about where I have made a red line above the left-hand tree. You can tell about the depth of this ravine, and, further, you can explain how necessary it is to have a road from the south, inasmuch as the Northwestern Railway system has its depots and the south part of the city is below Tenth street, and, again, the necessity of having a road coming from the north on account of the Burlington system and all the bath houses, etc., in the upper part of the town.

View from station No. 7 right beyond the pile of lumber is a bank that looks to be only 4 or 5 feet high in the picture, which is fully 16 feet in height between the two right-hand telegraph poles. In order to round off the slope it will have to be taken down to the roots of the little tree seen in the distance, where I have made a red mark. It will cost probably \$2,000 to remove this bank of dirt, which comes within about 30 feet of the rear end of the building shown to the right.

I also inclose a letter from Thomas R. Kimball, architect, which I just received from him to-day, in regard to the matter. I am sure that you are fully equipped to explain the situation thoroughly. The unsightly hollow in front of the conservatory can be first dealt with by damming it up and making it water proof. We can fill it and make a nice little lake of it, around which we can grow plants and shade trees.

Understand, friend Martin, that there was no idea expressed or mentioned in regard to the first erection of these buildings that contemplated beautifying the grounds or building roads to the hospital. That was to be an after consideration.

I am sure if you will present the matter in person he will favor the appropriation. It means everything to us, and if we do not get it we can as well call the whole scheme a failure.

By the way, Mr. Kessler, the landscape artist, who has charge of the parks in St. Louis and Kansas City, and who has given his time without any serious expense—simply \$100—to investigate and plan for beautifying the grounds, says that it will cost not less than \$12,000 for the road up the hill and \$15,000 for the road up the ravine. That means \$27,000 out of the appropriation. It will take every cent of the balance to do the grading and filling and evening up so that we can plant trees, which should be done next season without a question.

Yours, truly,

HENRY E. PALMER, *Manager*.

The CHAIRMAN. What is the length of the roads—the total length?

Mr. MARTIN. I could only give that approximately. I should say the first is about half a mile long and the second one about the same distance. And then there is a third one that extends from the rear of the sanitarium up to the cemetery site. That is fully another half mile. There are three roads of about half a mile each.

The CHAIRMAN. The total length would be a mile and a half?

Mr. MARTIN. Yes.

The CHAIRMAN. What is the grade from the starting point up to the administration building?

Mr. MARTIN. Take the two main roads: They will rise a hundred feet in a half mile. That is approximately what it would be.

The CHAIRMAN. What per cent is that, Mr. Sullivan?

Mr. SULLIVAN. About 4 per cent grade.

Mr. MARTIN. This is looking from No. 2 [indicating] off to No. 1, showing where it first touches the top of the ridge. From there it then takes its circuit still on up in front of the sanitarium.

Then this No. 3—this view taken from No. 3—looks down the canyon, over which the second road will come. This first road that I have referred to starts in near the station of the Chicago, Burlington and Quincy Railroad Company. Of course patients that arrive over that line would be taken up over this road to the sanitarium. Half or three-quarters of a mile below, in the lower part of the town, is the station of the Chicago and Northwestern Railway. It is proposed to put a roadway from there up to the sanitarium also.

The CHAIRMAN. Why is that necessary? That takes you through the town, does it not?

Mr. MARTIN. You have to go through the town until you come to where this road comes up [indicating]. The town is still below, and it is on the front streets. Here is the Evans Hotel [indicating].

The CHAIRMAN. Can you not go on the streets of the town from the Northwestern depot a part of the way up to the sanitarium?

Mr. MARTIN. Yes; you can go to where this second road starts in. It will take you right up there. From this other station it will take you three-quarters of a mile farther up the street than you need to go to go to the sanitarium.

The CHAIRMAN. Does not the town lie between the Northwestern station and the sanitarium?

Mr. MARTIN. The town commences about at the Burlington depot and extends down to the Northwestern station, and from there still farther to the south.

The CHAIRMAN. My inquiry was as to the necessity of building a road from the station to the sanitarium—whether there were not roads there to be utilized already.

Mr. MARTIN. There are roads that could be utilized up to the sanitarium property. From there [indicating] of course there are no

roads. You need to go in there half a mile or thereabouts, to the beginning of this other road, which goes from the Burlington station. It is not building any road in the town at all. It starts from one of the main streets of the town up the bluff.

The CHAIRMAN. You are not improving the streets of the town?

Mr. MARTIN. Not at all. This photograph No. 2 will show you the wide canyon where this second road will land. The building in the foreground is one of the public school buildings of the town. This road [indicating] will start where I indicate here, at the corner of these grounds. It would swing up on one side of this canyon and on up to the top and land somewhere near where this red mark is placed upon the photograph.

Station No. 4 is a view of this point of the canyon, looking across instead of looking down.

No. 5 shows some more of the sanitarium buildings, and is looking right across considerable ground that has to be graded. A large amount of grading must be done to bring the grounds to a uniform depth for the growth of shrubbery and trees and grass, and everything of that sort. Captain Palmer explains in his communication that all this entire point here will have to be taken off, indicated by this red line. Here also is another large promontory [indicating] to be taken off when the ground is graded there.

Now, in No. 7, in order to bring the buildings to a general level, established as the base of the buildings, they cut down some 15 or 20 feet of the immediate top of the soil. That hill continues there from that point on almost out to the front of the brow of the ridge at the north, and something like \$2,000, Captain Palmer tells me, will be required to remove that ground there, and that of course will be put into the heads of canyons to level out the whole surface.

The ground is a very slightly place for an institution of this kind, and yet when you come to complete the grounds for actual use, so that the old soldiers may promenade there and give opportunity for the growth of trees, it will take considerable expenditure.

There is a photograph [submitting same] giving a view of the interior of the plant.

Mr. SULLIVAN. Do you want to take up all that in the foreground here?

Mr. MARTIN. This foreground, Mr. Sullivan, is entirely in this circle here. It will be entirely fixed over. There will be a fountain in the center of this circle.

Mr. SULLIVAN. The buildings radiate from that center?

Mr. MARTIN. Yes; with an arcade and connecting door. There will be gravel walks extending to each walk from the center, so that you can go from one building to another either across the lawn or through the arcade.

This arcade is entirely covered. It is an extensive arcade, the same as the others, with tile roofing and glass doors to fit in the openings in the winter, so that even on the coldest day the flowering plants will be inside, and left outside in the summer, and by the use of these glass doors the arcade can be entirely closed in winter as a place of repose for the patients where they can get the sun.

Mr. SULLIVAN. I suppose much of the cost of these roads is due to the fact that you must circle around? You can not go up straight?

Mr. MARTIN. Oh, of course you have got to circle around. A good

deal of this expenditure is in leveling the grounds and bringing them to an established grade.

The brow of the hill has a natural growth of pine trees, as you may have noticed in one or two of these photographs. You see some pines in that one [indicating], but on top of the hill there is simply a growth of meager grass, although there is an abundance of soil, and when placed upon the ground, as Captain Palmer insists ought to be done at once, the trees can be planted, and it will make a beautiful plaza.

Mr. SULLIVAN. How about artificial light and water there?

Mr. MARTIN. The water supply is obtained from two large springs. The Government has a 10-inch iron pipe, and the supply from the springs is sufficient to fill that iron pipe in constant running.

Mr. SULLIVAN. Enough to supply the institution with drinking water?

The CHAIRMAN. That is medicinal water?

Mr. MARTIN. It is medicinal water, and suitable for almost all purposes except washing.

Mr. SULLIVAN. You use it on the table?

Mr. MARTIN. Oh, yes; altogether. I think for boiler purposes and some purposes on the grounds the board expects to have connection with the city waterworks.

Mr. SULLIVAN. To get softer water?

Mr. MARTIN. I do not know that it is much better even for that: it is much the same. The water is perfectly clear. I know there is some sort of an arrangement by which they are getting water now from the city, and perhaps there is some arrangement also for the future, although I think that is chiefly for electricity instead of for water.

Mr. SULLIVAN. You will light with electric light, will you not?

Mr. MARTIN. Yes, sir.

Mr. TAYLOR. Where do you get your lights from?

Mr. MARTIN. From the city at present. This plant will be completed and ready for occupancy, it is hoped, by the early fall.

Mr. SULLIVAN. You are going to have a power plant there?

Mr. MARTIN. Yes; a very fine plant.

Mr. SULLIVAN. What will you use the power for?

Mr. MARTIN. First for the purpose of pumping water from the base of the hill to the cistern into which it runs from the spring to the top. There is a large reservoir half or a quarter of a mile away from this plant, up on the mountain side, which furnishes the pressure for fire purposes and all purposes of that kind, in connection with the pumping system, and it furnishes a constant pressure to throw the water in the plant on the plateau.

Mr. SULLIVAN. How do they manage their drainage in an institution of that kind?

Mr. MARTIN. The Government already has a part of the expenditure provided for. It has put in a sewer system from the sanitarium down to the town—what is called Fall River.

Mr. SULLIVAN. A main sewer?

Mr. MARTIN. Yes; the sewer is already built. The landscape man has estimated that the cost of this road, referred to as road No. 1, completed with a debouch about the grounds to the front of the



building, will be \$12,000. He estimates at \$15,000 the cost of this road from the lower part of the town up the canyon. As I understand it it contemplates also a short steel bridge in crossing one part of the canyon to bring the grade right.

To remove one of these large points which I show in the picture [indicating] extending to the north of the immediate works, which comes up to within 15 feet of the structure, with a height of probably fully 15 feet above the ground, it is estimated that \$2,000 will be required, and to place it in the head of the canyon. The other grading and the building of the road to the cemetery in the rear will use up, as they insist, the remainder of the \$40,000.

Mr. SULLIVAN. That would leave \$11,000 for that?

Mr. MARTIN. Yes. The architect as to that says:

OMAHA, NEBR., January 30, 1906.

Capt. H. E. PALMER,

*Manager National Home for Disabled Volunteer Soldiers,*

*Omaha, Nebr.*

DEAR SIR: It occurs to me to remind you, as forcibly as I may, of the necessity for providing means for making the necessary approaches to the sanitarium and putting the grounds immediately about the buildings in presentable shape. Owing to the location in the city of the railway stations, it will probably be almost essential to have two main roads leading from Fall River Valley up to the sanitarium—one from the neighborhood of the Burlington station and the other starting near the Northwestern. One would be traced up the face of the bluff and the other would follow the natural draw, and both would debouche on the plaza in front of the administration building. Besides these roads, there must be a service road coming up to the rear of the ground at the service building. Then, it has always been our intention to provide a ringstrasse or connecting road encircling the group of buildings, which will occupy about the location of the temporary railroad track.

Aside from these roads, we must find some way of landscaping or, in other words, smoothing up and cultivating between the radiating wards and immediately about the group, in order to properly attach the buildings to the ground and to make the whole presentable. In addition to this will be the cutting away of two hogbacks—one to do away with an ugly cut through which the temporary railroad track now runs, and where at some future time a nurses' home will probably be located. The other to bring to grade the ground about the sites of the three proposed officers' buildings. If this is not done, these buildings would have to be set in cuts through the hill prepared for them, and would constitute a decided blemish. Personally, I feel that \$40,000 is hardly sufficient to accomplish what seems absolutely necessary, but to get along with less is absolutely out of the question. I understand you have photographs showing the site from various aspects and demonstrating the unsightly points to be cured. I should think with this memorandum, those photographs would sufficiently explain our needs. I wish you could arrange to personally present the case, however.

Respectfully submitted.

THOS. R. KIMBALL.

Captain Palmer says, after going into details about this, as I read before:

Understand, friend Martin, that there was no idea expressed or mentioned in regard to the first erection of these buildings that contemplated beautifying the grounds or building roads to the hospital. That was to be after consideration. I am sure if you will present the matter in person he will favor the appropriation. It means everything to us, and if we do not get it we can as well call the whole scheme a failure.

Personally I am very well acquainted with this enterprise from the beginning, and I feel that what Captain Palmer says and the architect says as to the necessity of this appropriation and all of it, in properly and suitably completing that work there, is very evident.

The CHAIRMAN. Do you know whether they have had an engineer make an estimate as to the number of cubic yards of earth to be removed in making this grade?

Mr. MARTIN. They have had Mr. Kessler, a landscape artist, of Kansas City, who did the landscape work at the St. Louis World's Fair, and who has charge of the Kansas City parks. They have had him there two or three times.

The CHAIRMAN. He is not an engineer. I know him very well.

Mr. SULLIVAN. Does he do anything except lay out the plans?

Mr. MARTIN. I think he expects to supervise the work when it is done.

Mr. SULLIVAN. He makes the estimates of the cost?

Mr. MARTIN. Not of the grading.

The CHAIRMAN. What I want to get at is, have you had an estimate made of the number of cubic yards of earth to be removed?

Mr. MARTIN. Yes. The architect has figured that out, and he keeps Mr. Rooney upon the ground. He is the actual engineer. He has been superintending the construction from day to day.

The CHAIRMAN. The estimate comes from a civil engineer, after a survey as to the amount of grading and amount of earth to be removed?

Mr. MARTIN. It comes to me from Captain Palmer, who gets it from Mr. Kimball, the architect. I have no doubt they have figured it out with care. Of course I can see that a road of one width would cost more than a road of another width.

The CHAIRMAN. A great deal of this cost is going to depend upon the amount of cubic yards that will have to be removed in making the grade. How they could arrive at that amount of estimate without having that slope surveyed and calculated upon, I do not see.

Mr. MARTIN. That has all been figured out with the greatest care by Mr. Rooney and Mr. Kimball. He sent this diagram before they touched a tool. On the hill, there, every foot of ground was gone over and figured on.

The CHAIRMAN. What is to be done on the approaches to the buildings now?

Mr. MARTIN. There is a most crude path over which teams can get up with great difficulty now. Where the roads are to be made, you can not drive a team at all; but by going around in the rear you can drive a team up there.

The CHAIRMAN. Is there nothing in the appropriation to show what Congress intended should be provided for suitable approaches to the building?

Mr. MARTIN. I do not think so. I think quite the reverse.

Mr. SULLIVAN. Can you give us the date of the appropriation of \$350,000?

Mr. MARTIN. I can give you the date of each of them. I have them all here. The act making the first appropriation—

Mr. SULLIVAN. That is, \$150,000?

Mr. MARTIN. Yes. That was May 29, 1902.

Mr. SULLIVAN. And now the \$350,000?

Mr. MARTIN. That was in the sundry civil bill, March 3, 1903. It appears upon page 61, and in that same connection is the item of \$10,000 I have spoken of, for additional land. The next appropriation was in the sundry civil bill approved April 28, 1904.

Mr. SULLIVAN. That is the \$75,000 item?

Mr. MARTIN. Yes, sir; on page 58. The next was March 3, 1905, page 54. That covers all the legislation down to the present time.

Mr. SULLIVAN. Seven thousand five hundred dollars also for a conservatory?

Mr. MARTIN. Yes; that was at the same time.

Mr. SULLIVAN. Can you tell us, Mr. Martin, what material will be used in the construction of these roads—asphalt, or bricks, or macadam, or what?

Mr. MARTIN. You could not make an asphalt road or a vitrified brick road for any such money as that. It would be the usual road which they make in our town, which is generally gravel and pounded rock. It would be a species of macadam and not nearly so expensive as brick or asphalt.

The CHAIRMAN. Brick or asphalt would not be practicable in such a grade as that?

Mr. MARTIN. No, sir.

Mr. SULLIVAN. How deep would that filling be on the road—I mean the top?

Mr. MARTIN. That would probably be 4 or 6 inches.

Mr. SULLIVAN. What they will do is to establish their grade first and put 4 inches of topping or filling on it?

Mr. MARTIN. Yes. Then we generally use a heavy roller to make it firm. That is the usual way we have of building our town roads in that country.

Mr. SULLIVAN. Have you any idea when this sanitarium and grounds will be finished if the appropriations are made?

Mr. MARTIN. I think about the 1st of October this year. The buildings will be out of the way by that time, and Captain Palmer desires to have the work all done so that next spring the trees can be planted. We expect to have it occupied during the fall.

I would say upon the question of authorization that if you will take this act of March 3, 1903, by itself they would construe it in connection with the original act of May 29, 1902, and a question might arise as to what the completion of the Battle Mountain Sanitarium is understood to mean. But when you construe the two together and understand that the act authorizing the sanitarium was for the erection of a building or buildings, to be known as the "Battle Mountain Sanitarium," upon lands to be furnished by the citizens, I think the subsequent limit of cost is also a limit of cost of buildings and not of other things that might be connected with the grounds.

The CHAIRMAN. What is the aggregate value, or what was the aggregate value, of the land which they have donated, in your estimation?

Mr. MARTIN. Some \$10,000 or \$15,000, and the springs fully as much more.

The CHAIRMAN. They have donated, then, in round numbers, about \$30,000 to the Government in land and in the use of springs in consideration of the fact that the Government has erected the building?

Mr. MARTIN. Yes. I do not think what the Government has received of land and of springs would be supplied to anyone else but the Government for that amount. I think, too, the fact that the board has succeeded in putting up these stone buildings, which really constitute a most beautiful plant, within the appropriation

is another reason why their last request to make the thing available ought to receive cordial consideration by the committee.

Mr. SMITH. What is this word "additional" included for? You have not had any roads or walks yet, have you?

Mr. MARTIN. No; none at all. In the memorandum I prepared I did not say "additional."

The CHAIRMAN. That is the way it ought to read. It is more specific.

Mr. MARTIN. The Battle Mountain Sanitarium is now so near completion and will be so soon ready for occupancy that perhaps some members of the committee would like to know briefly the plan of its operation. It is not a local institution, to be used by the soldiers of South Dakota or of any particular part of the United States. It is a sanitarium that is a Branch of the National Home, and the plan is that soldiers who are afflicted with the particular ailments that can be relieved by the medicinal hot waters there can be sent from other Branches of the Home to that institution to be relieved, or to be there until relieved, or until it is seen that they can not be relieved.

The CHAIRMAN. From any Home?

Mr. MARTIN. From any Home in the United States. And I think it applies also to young soldiers who have been in the Philippine service. I think there are over a thousand of those.

Mr. SMITH. Eight hundred and fifty-two of them.

Mr. MARTIN. Yes. A great many of them are young men, having their lives before them; and if they can be relieved of the trouble they have contracted by exposure in the foreign service it would be well. In a word, it is a general Home instead of a local Home.

#### TRANSPORTATION.

Mr. SMITH. In that connection I notice that the item of transportation is included in this sanitarium estimate. Is it your intention, when the men go to the sanitarium, to pay their transportation there, or what is the plan about that?

Major HARRIS. The board has not formulated any plan as yet.

Mr. SMITH. You do not know whether it will come out of the Branch from which they are sent or out of the Branch to which they are sent?

The CHAIRMAN. They can enter only from a Branch of the National Home?

Major HARRIS. Yes; I so understand it. And I think their transportation both ways should be paid by the sanitarium.

The CHAIRMAN. Major Harris, is there anything further you want to add in connection with this sanitarium?

Major HARRIS. No, sir; I think not. Mr. Martin has very fully covered the situation. It is quite evident that there should be suitable approaches to an institution of that character and magnificence and cost.

#### STATE OR TERRITORIAL HOMES.

##### ASSIGNMENT OF PENSIONS.

The CHAIRMAN. I want to ask you this: There is a limitation at the present time upon appropriations for aid to State or Territorial Homes where the Home withholds the pension of a member in the

State Home. I want to ask you whether or not the national board has anything to offer or suggest as the result of their experience, as the result of their administration of that particular provision? The limitation is on page 285 of the bill, and reads:

That no part of this appropriation shall be apportioned to any State or Territorial Home until its laws, rules, or regulations respecting the pensions of its inmates be made to conform to the provisions of section 4 of an act approved March 3, 1883, entitled "An act prescribing regulations for the Soldiers' Home located at Washington, in the District of Columbia, and for other purposes;" but the above proviso shall not apply to any State or Territorial Home into which the wives or widows of soldiers are admitted and maintained.

Are you familiar with the provisions of the act referred to there? Major HARRIS. Quite so.

The CHAIRMAN. What are those provisions? Will you state them to the committee?

Major HARRIS. That act provides that the member of the Home shall assign a portion of his pension to relatives, or wife or children, and the pension agent is to send it to the parties that he assigns it to.

The CHAIRMAN. That is a statute of the United States that you are referring to now?

Major HARRIS. Yes, sir; and that the remaining portion of the pension shall be taken in charge of by the treasurer of the Home and disbursed to the member in accordance with his necessities, as decided by the officers of the institution, and that in case of his death any balance due to him is to be paid to his lawful heirs.

The CHAIRMAN. Have the administrative officers of any State Home, by regulation or rule, abrogated in effect this statute?

Major HARRIS. I think not. We have very carefully provided rules and regulations for the Homes and had them send in copies of their rules and regulations relating to pensions.

The CHAIRMAN. What was the necessity, then, of this statute?

Mr. SMITH. They did it before this limitation was imposed.

The CHAIRMAN. Some members in the House, and one of them particularly, spoke to me this afternoon about it and said we ought to omit the limitation.

Mr. SMITH. Under the practice, before this law was passed, in many of the State Homes they required a man who came to the Home to surrender forever to the Home half of his pension, and it created a great uproar and bitterness, and, as a matter of fact, the State did not pay anything at all, because the Government gave them \$100 per inmate, and if they could hold out \$4 a month from the man's pension, then the State did not have to pay anything at all. They simply coerced the whole cost of maintenance out of the Federal Government and the pensioner himself.

Major HARRIS. There are State Homes in which that has been done. There was a provision in a former law that in payment of aid to State Homes we should deduct one-half of the amount retained from the pension for support of the Home. That was done for years, but this law did away with that proviso entirely. There was considerable dissatisfaction among some members of the State Homes who did not understand the law. They thought it was a game to get all their pensions, and they complained about it; but those complaints have ceased now, almost, and I think it works very well.

Mr. SULLIVAN. You compel him to assign a portion of it for the protection of his family?

Major HARRIS. They are not required to, but they may assign it, and it must go to the parties to whom it is assigned.

Mr. SULLIVAN. You prevent the State Home from interfering with the assignment?

Major HARRIS. Yes.

The CHAIRMAN. In effect, as I understand you, Major Harris, you induce the State and Territorial Homes to do what the board does in the National Homes?

Major HARRIS. The board of managers were not consulted in the matter at all. It was an entire surprise to us when the act was passed.

Mr. TAYLOR. The effect of the act is to produce the same regulations in the State Homes as are already adopted in the National Homes?

Major HARRIS. That is what we would have done if we had had anything to say about it, but they have brought into the language here the Soldiers' Home at Washington, with which the board of managers has nothing to do.

Mr. SULLIVAN. One of the board of managers—without mentioning his name—stated yesterday that he made it one of the conditions of an applicant that he should assign a portion of his pension for the support of his wife.

Major HARRIS. That is when he receives a pension above \$16 a month.

#### CANTEEN IN STATE HOMES.

The CHAIRMAN. Now, the other limitation in connection with the aid of State Homes that we appropriate for is in regard to the maintenance of the canteen in connection with State Homes. That has been entirely prohibited by this limitation, has it not?

Major HARRIS. Yes, sir; it has been.

The CHAIRMAN. What is your judgment as to whether or not it is wise or unwise, based upon your knowledge of conditions?

Major HARRIS. I think it was wise under the conditions that exist in the State Homes generally. If a canteen was allowed, some of them would conduct it in a proper and conservative manner; but our experience and observation have been that at State Homes where they had the canteen it was not well conducted in many instances, and they sold not only beer, but wines and liquors, and it got to be in some cases almost a scandal.

The CHAIRMAN. There were State Homes in which the sale of liquors was not limited to malt liquors?

Major HARRIS. Not at all.

The CHAIRMAN. It included distilled spirits as well as malt liquors?

Major HARRIS. Yes; that is true.

The CHAIRMAN. And so far as this limitation has resulted in putting a stop to that practice, it has been beneficial?

Major HARRIS. I think it has been entirely.

Mr. SMITH. Does the National Home make a practice of selling beer in all these Homes without reference to the laws of the State?

Major HARRIS. We have had no conflict as to the laws of the States as yet. We sell beer, and——

Mr. SMITH. I do not mean that the laws of the State would be effectual on a Government reservation, but I notice the sanitarium here and the Home at Togus, Me., are in prohibition States, and perhaps the county in which the Mountain Home, in Tennessee, is located is a "dry" county. You have no trouble there?

Major HARRIS. We have had no conflict. We sell beer in all of them. We have one Branch—the Marion Branch, in California—where we did not sell beer, but we recently established the canteen there, and it has reduced the amount of intoxication there quite effectively already.

Mr. SULLIVAN. Are these beer halls in the National Homes conducted properly?

Major HARRIS. They are. They are only open at certain hours of the day, and no man is allowed to drink to excess. They can not drink before breakfast, and they must be closed by sundown at least.

Mr. SULLIVAN. I notice that the per capita expenditure for beer at these halls did not exceed 5 cents a day. How much beer would that give a man?

Major HARRIS. About 1 pint.

Mr. SULLIVAN. And that average you do not regard as hurtful to the morals of a man, or to his health, or dangerous to the character of the institution?

Major HARRIS. Our experience has been that it tends to reduce intemperance, and when used with discretion it is not harmful.

Mr. SULLIVAN. And if operated under some regulations and by as competent men in the State Homes it would produce similarly beneficial results?

Major HARRIS. Yes; but their discipline is not what ours is.

Mr. SMITH. There are some of your members and inmates who do not drink?

Major HARRIS. Yes.

Mr. SMITH. And some drink more than a pint, in that case, if some do not drink any, according to this statement?

Major HARRIS. Yes. The average is a pint. I think about half of them abstain entirely.

Mr. SMITH. So that, as a matter of fact, it would be an average of about 2 pints for those who did not totally abstain?

Mr. SULLIVAN. Upon what theory do these National Homes violate State laws?

Mr. SMITH. They do not violate them.

Mr. SULLIVAN. They are regarded as a part of the national territory?

Mr. SMITH. I assume that.

Mr. TAYLOR. As a matter of law, that is correct.

Mr. SULLIVAN. I assume that the National Government, if it chooses, could license a saloon in a post-office down at Portland, Me., for example.

Mr. TAYLOR. By a private individual? I doubt it.

Mr. SULLIVAN. Could it in a navy-yard?

Mr. SMITH. Most of these State laws ceding jurisdiction have some

limitation as to the observance of State laws. The Government title is absolute, and it can do as it pleases; but my judgment is that nearly every State has some limitation on the cession of sovereignty.

## PAYMENTS FOR PERSONAL SERVICES IN EACH BRANCH HOME, 1906.

### CENTRAL BRANCH.

	Officers.	Members.	Civilian.	Total.
Current expenses .....	\$17,725.00	\$26,137.00	\$10,320.00	\$54,182.00
Subsistence .....		35,100.00	900.00	36,000.00
Household .....		16,000.00	11,320.00	27,320.00
Hospital .....		19,200.00	16,850.00	36,050.00
Repairs .....		13,841.00	8,230.00	22,071.00
Farm .....		10,564.00	2,520.00	13,084.00
Total .....	17,725.00	120,842.00	50,130.00	188,697.00

### HOSPITAL.

For services of—				
Five assistant surgeons .....				\$5,000.00
Civilians .....				11,856.00
Members .....				19,200.00
Supplies:				
Drugs and medicines .....				8,700.00
Appliances, etc .....				9,400.00
Special diet .....				3,600.00
Total .....				56,556.00

### NORTHWESTERN BRANCH.

	Officers.	Members.	Civilian.	Total.
Current expenses .....	\$12,702.00	\$14,000.00	\$7,888.00	\$34,590.00
Subsistence .....		13,700.00	1,268.00	14,968.00
Household .....		6,407.00	3,240.00	9,647.00
Hospital .....		12,000.00	12,000.00	24,000.00
Repairs .....		5,753.00	5,000.00	10,753.00
Farm .....		5,800.00	1,200.00	7,000.00
Total .....	12,702.00	57,660.00	30,576.00	100,938.00

### HOSPITAL.

For services of—				
Four assistant surgeons .....				\$4,100.00
Civilians .....				7,800.00
Members .....				12,000.00
Supplies:				
Drugs and medicines .....				4,500.00
Appliances, etc .....				5,000.00
Special diet .....				1,000.00
Total .....				34,500.00

### EASTERN BRANCH.

	Officers.	Members.	Civilian.	Total.
Current expenses .....	\$10,382.52	\$14,664.00	\$6,230.00	\$31,276.52
Subsistence .....		13,000.00	600.00	13,600.00
Household .....		5,000.00	3,000.00	8,000.00
Hospital .....		10,407.00	12,400.00	22,807.00
Repairs .....		7,000.00	3,000.00	10,000.00
Farm .....		5,982.00	3,420.00	9,402.00
Total .....	10,382.52	56,003.00	28,640.00	95,025.52



HOSPITAL.

For services of—		
Four assistant surgeons.....		\$4,300.00
Civilians.....		8,100.00
Members.....		10,400.00
Supplies:		
Drugs and medicines.....		5,000.00
Appliances, etc.....		7,000.00
Special diet.....		1,200.00
Total.....		36,000.00

SOUTHERN BRANCH.

	Officers.	Members.	Civilian.	Total.
Current expenses.....	\$11,862.50	\$13,780.32	\$5,760.00	\$31,402.82
Subsistence.....		17,607.00	600.00	18,207.00
Household.....		6,640.00	4,440.00	11,080.00
Hospital.....		13,360.00	10,467.00	23,827.00
Repairs.....		8,086.60	2,940.00	10,976.00
Farm.....		4,500.00	900.00	5,400.00
Total.....	11,862.50	63,923.32	25,107.00	100,892.82

HOSPITAL.

For services of—		
Four assistant surgeons.....		\$5,000.00
Civilians.....		5,467.00
Members.....		13,360.00
Supplies:		
Drugs and medicines.....		5,000.00
Appliances, etc.....		6,000.00
Special diet.....		1,000.00
Total.....		35,827.00

WESTERN BRANCH.

	Officers.	Members.	Civilian.	Total.
Current expenses.....	\$13,012.50	\$17,160.00	\$10,420.00	\$40,592.50
Subsistence.....		18,553.00	1,080.00	19,633.00
Household.....		5,500.00	6,420.00	11,920.00
Hospital.....		13,932.00	14,080.00	27,962.00
Repairs.....		8,222.00	7,300.00	15,522.00
Farm.....		7,600.00	2,400.00	10,000.00
Total.....	13,012.50	70,967.00	41,650.00	125,629.50

HOSPITAL.

For services of—		
Four assistant surgeons.....		\$4,400.00
Civilians.....		9,630.00
Members.....		13,932.00
Supplies:		
Drugs and medicines.....		4,500.00
Appliances, etc.....		6,000.00
Special diet.....		1,500.00
Total.....		39,962.00

PACIFIC BRANCH.

	Officers.	Members.	Civilian.	Total.
Current expenses.....	\$10,062.50	\$11,457.50	\$6,480.00	\$28,000.00
Subsistence.....		15,960.00	600.00	16,560.00
Household.....		3,534.00	2,220.00	5,754.00
Hospital.....		15,978.00	13,720.00	29,698.00
Repairs.....		4,961.00	5,700.00	10,661.00
Farm.....		5,990.00	900.00	6,890.00
Total.....	10,062.50	57,880.50	29,620.00	97,563.00

## HOSPITAL.

For services of—		
Four assistant surgeons.....		\$2,700.00
Civilians.....		10,000.00
Members.....		10,000.00
Supplies:		
Drugs and medicines.....		3,000.00
Appliances, etc.....		6,000.00
Special diet.....		1,500.00
Total.....		\$29,200.00

## MARION BRANCH.

	Officers.	Members.	Civilian.	Total.
Current expenses.....	\$10,552.50	\$15,120.06	\$9,000.00	\$34,672.56
Subsistence.....		15,291.00		15,291.00
Household.....		7,439.00	6,030.00	13,469.00
Hospital.....		9,573.00	11,148.00	20,721.00
Repairs.....		5,000.00	5,430.00	10,430.00
Farm.....		4,200.00	1,800.00	6,000.00
Total.....	10,552.50	56,623.06	33,408.00	100,583.56

## HOSPITAL.

For services of—		
Three assistant surgeons.....		\$3,600.00
Civilians.....		7,500.00
Members.....		9,000.00
Supplies:		
Drugs and medicines.....		3,000.00
Appliances, etc.....		4,000.00
Special diet.....		1,000.00
Total.....		\$20,100.00

## DANVILLE BRANCH.

	Officers.	Members.	Civilian.	Total.
Current expenses.....	\$12,162.50	\$16,767.50	\$9,070.00	\$37,999.00
Subsistence.....		14,754.00	300.00	15,054.00
Household.....		5,418.00	4,160.00	9,578.00
Hospital.....		10,200.00	10,800.00	21,000.00
Repairs.....		6,000.00	3,060.00	9,060.00
Farm.....		6,558.00	1,920.00	8,478.00
Total.....	12,162.50	59,697.50	29,310.00	101,170.00

## HOSPITAL.

For services of—		
Four assistant surgeons.....		\$4,800.00
Civilians.....		6,000.00
Members.....		10,000.00
Supplies:		
Drugs and medicines.....		3,000.00
Appliances, etc.....		6,000.00
Special diet.....		1,000.00
Total.....		\$20,800.00

## MOUNTAIN BRANCH.

	Officers.	Members.	Civilian.	Total.
Current expenses.....	\$11,282.52	\$12,000.00	\$13,182.00	\$36,464.52
Subsistence.....		14,572.00		14,572.00
Household.....		3,782.00	9,615.00	13,397.00
Hospital.....		9,700.00	10,300.00	20,000.00
Repairs.....		4,300.00	6,780.00	11,080.00
Farm.....		6,550.00	3,450.00	10,000.00
Total.....	11,282.52	50,904.00	43,327.00	105,513.52

HOSPITAL.

For services of—	
Three assistant surgeons.....	\$3,600.00
Civilians.....	6,700.00
Members.....	9,700.00
Supplies:	
Drugs and medicines.....	3,000.00
Appliances, etc.....	5,000.00
Special diet.....	660.00
Total.....	28,660.00

RECAPITULATION.

*Estimated cost of services of the Branches, National Home for Disabled Volunteer Soldiers*

	Officers.	Members.	Civilian.	Total.
Current expenses.....	\$109,744.54	\$141,066.38	\$78,340.00	\$329,170.92
Subsistence.....		158,537.00	5,328.00	163,865.00
Household.....		59,720.00	50,445.00	110,165.00
Hospital.....		114,350.00	111,715.00	226,065.00
Repairs.....		63,113.00	47,480.00	110,593.00
Farm.....		57,694.00	18,510.00	76,204.00
Total.....	109,744.54	594,500.38	311,768.00	1,016,012.92

THURSDAY, April 12, 1906.

CONSOLIDATION OF THE OFFICES OF THE SUPERINTENDENT OF SOLDIERS AND SAILORS' TEMPORARY HOME AND AGENCY FOR THE NATIONAL HOME FOR DISABLED VOLUNTEERS.

STATEMENT OF HON. J. J. JENKINS, A REPRESENTATIVE FROM WISCONSIN, ACCOMPANIED BY CAPT. A. A. MAXIM.

Mr. JENKINS. This gentleman, Captain Maxim, wants to present to the committee the question of the consolidation of the offices of the superintendent of the Soldiers and Sailors' Temporary Home and the agency for the National Home for Disabled Volunteer Soldiers. He has his statement very carefully prepared, and if you will permit me to file this paper with the committee, we will be obliged to you.

The CHAIRMAN. In this connection, do these temporary homes and branches come under the jurisdiction of the national Board?

Major HARRIS. There is no temporary home that the national Board has anything to do with.

The CHAIRMAN. Do you know whether they are or are not under the control of the Government?

Major HARRIS. They are not under the control of the board of managers of the National Home. What Government control there is I do not know.

The CHAIRMAN. Do you know of the existence of these agencies throughout the country?

Major HARRIS. Yes, sir. We have three agencies—one in this city, one in New York, and one in Chicago.

The CHAIRMAN. What is the relation of the agent to the Home?

Major HARRIS. The agent is appointed and paid out of our appropriation for maintaining an office, in which he can receive and act

upon the applications for admissions to the Home. He makes up the cases and forwards them to the nearest manager.

The CHAIRMAN. Who is the agent in this city?

Major HARRIS. Capt. T. D. Yeager.

The CHAIRMAN. Is he employed in the Pension Bureau?

Major HARRIS. Yes, sir.

The CHAIRMAN. What salary does he receive?

Major HARRIS. He receives \$50 a month from the Home.

The CHAIRMAN. In addition to his salary as an employee in the Pension Bureau?

Major HARRIS. Yes, sir.

The CHAIRMAN. What time does he give to the office of the agency?

Major HARRIS. He does all that is required. He is a very efficient agent and we have no cause to find any fault with him in any way.

The CHAIRMAN. Would there be any objection to this consolidation?

Major HARRIS. I think the board of managers of the National Home should act upon that. I am not authorized to express an opinion upon that question.

Mr. SMITH. Out of what appropriation do you pay this agent?

Major HARRIS. Out of the appropriation for contingent expenses.

Mr. JENKINS. The real object of this consolidation, as I understand it, is to accommodate the old soldiers. Now, Mr. Yeager cannot do any business from 9 o'clock until 4.30 o'clock, and these soldiers have to wait his convenience. I understand it will be a great accommodation to them, because the whole thing will be under one management, and then \$50 a month will be saved.

Mr. SMITH. Of course the difficulty is that this bill does not carry anything for the pay of the agent. The National Home has a contingent fund. There is no office of agent described by law. He is just simply an employee of the National Home out of their contingent fund. Just how we could say they should not employ him, and should employ somebody else as their agent I do not know. It may be a provision could be put in the bill that where there was a superintendent of the Sailors and Soldiers' Temporary Home that the national board should not appoint any local agent. We might possibly put in some legislation of that kind if deemed advisable.

Mr. JENKINS. The old soldiers called my attention to this, and said it was a great inconvenience, because this man in the Pension Office could not give any attention to these matters during the day-time. It is a serious inconvenience to them, and here is a saving of \$50 a month.

Major HARRIS. I am under the impression that he has a representative.

The CHAIRMAN. I am under the impression that he has his daughter at the office sometimes. That is the information which comes to me.

Captain MAXIM. During the last snowstorm one man went up to the office five times before he could get in, and one man was taken sick and I had to get a doctor and then have his paper made out. Captain Yeager's daughter is not a notary public. When the papers are made out they have to bring them back to me, and if I were the agent they could sit in the rocking-chair and I would make

the papers and send them to the board. I do not care whether you give me one cent for the work or not, I am perfectly willing to do it.

Mr. JENKINS. It will save an immense amount of work and it will be a great convenience to the old soldiers.

Captain MAXIM. I have been the superintendent nine years, and I am pretty well posted. Mr. Yeager is getting \$2,000 in the Pension Office and I am getting \$1,200, and if I got the \$600 I would then only be getting \$1,800.

The CHAIRMAN. This would enable you to do the work more satisfactorily to yourself and to the old soldiers?

Captain MAXIM. Yes, sir; and to the Government and to everybody else.

Mr. SULLIVAN. You want to provide the means whereby an old soldier who comes in at any time of the day can have his papers prepared?

Captain MAXIM. Yes, sir.

Mr. SMITH. How far is it from your office to the office of Captain Yeager?

Captain MAXIM. To his home it is about a mile and a half.

His office is in the Pacific Building. His daughter goes down there, but the chances are the comrades do not find her there. We have to send the man over there; then I have to put my seal on as notary public, and then the papers go back to her. Then I have to take him to the surgeon, who is located on the other side of the White House, and take the papers to her to transmit them to the national board. Then the papers are returned to her. Then they come back to me. It takes a great deal of red tape. I was quartermaster in the Army; my books were correct, and my records were all right, and I think the Commissioners will certify to that.

Mr. SMITH. Can you give us any idea how many people he sends in a year?

Mr. BROWNLOW. Fifteen or twenty a month to my place down there. He sends the papers to me, and I approve them.

The CHAIRMAN. These papers have to be acknowledged before a notary public?

Mr. BROWNLOW. Yes, sir; and a fellow up in the other part of the town would complain of having to come down here.

The CHAIRMAN. Could the daughter of Captain Yeager be appointed agent independent of whether she was a notary?

Major HARRIS. It would depend upon the action of the board. This subject has never been brought to the attention of the board of managers. If this man has a legitimate case and made a complaint, it would be given consideration, and the board would correct any irregularity. The board has no knowledge of any dereliction of duty on the part of Captain Yeager, and he has always done his duty well.

Mr. SULLIVAN. What particular item of the contingent fund is the salary of \$600 paid from?

Major HARRIS. I think he is paid from the appropriation for clerical services for managers.

Mr. SULLIVAN. Under the \$4,500 item?

Major HARRIS. Yes, sir.

Mr. SULLIVAN. If you can get that work done for nothing, you can get along with \$3,900?

Major HARRIS. I should dislike to see that appropriation cut down. The managers have to have some clerical assistance, and whatever is taken off would reduce the amount available.

Mr. SULLIVAN. If Captain Yeager's salary is cut off, you will not require that amount any longer?

Major HARRIS. Not if the salary is cut off.

Mr. SULLIVAN. That is what I am referring to.

Major HARRIS. I think the subject should be brought before the board of managers, and that they should act on it. I think it is their business to act on a proposition of this kind. The board will be in session in this city on the 24th, and I have no doubt, if they will come before the board, they will be given a hearing, and the matter will be taken up.

The CHAIRMAN. We would like to know what recommendation they make.

Major HARRIS. Very well.

The paper submitted by Mr. Jenkins follows:

#### MEMORANDUM.

We ask the consolidation of the offices of the superintendent of the Soldiers' and Sailors' Temporary Home and the agency for the National Home for Disabled Volunteer Soldiers for the following reasons:

First. Those that are eligible and make application to be sent are injured and sick and disabled, and they uniformly come to the Temporary Home for shelter and protection.

Second. That before they can be admitted to the National Home an application has to be filled out upon blanks furnished by the Home, kept by the agent in Washington City. The agent lives in a distant and remote part of the city from the Temporary Home, and a journey has to be made with the soldier and an escort, as they are frequently disabled, go on crutches, and sometimes their sight is so defective they can not go alone.

It often occurs that when the journey is made to the agent's office there is no one present to attend to the business, but if he is there the journey has to be made back to the Home with the soldier and then to the United States surgeon on Eighteenth street, the Home being on Third street, and then back to the Home again, and then to the agent's office, for him to send it to the headquarters in New York to be approved by the president of the board, then back to the agent in Washington, and then by him to the soldier at the Temporary Home, all of which consumes from six to ten days and incurs the expense of the travel that are necessary to be made from the Home to the agent's office and to the examining surgeon, back and forth, as hereinbefore stated.

Third. The agent, Thomas D. Yeager, is in the employ of the Government at the Pension Office at a salary of \$2,000 a year, which requires all of his time from 9 o'clock in the morning until 4.30 p. m., and it is difficult to find him there before hours or afterwards, as he seldom comes to the office, and when he employs a clerk it often occurs that the clerk is not there. The applicants have to be sworn to, and the notary public has to be secured for that purpose.

Fourth. If the offices were consolidated, the superintendent of the Home is a notary public, and all of the business could be transacted by the soldier at the Home, excepting the examination by the surgeon, and when the papers are returned there would be no delay in the soldier receiving them.

Fifth. The superintendent of the Temporary Home is naturally and he is the proper person to appoint as the agent of the National Board.

Sixth. The expense of securing a notary and of the trips hereinbefore stated and of boarding the soldier have to usually be paid by the superintendent of the Home or some friend, as the soldier ordinarily is destitute, and in no instance has the agent of the Home, as far as we know, ever advanced any money for these expenses.

The superintendent of the Soldiers' Home is a notary public and was quartermaster in the Army and had experience in keeping accounts, is a bookkeeper by profession and of many years' experience, and has been the super-

intendent of the Home for nine years last past, handled all the money, amounting to \$5,500 per annum, made the purchases, and settled with the board of charities annually. His books have always been found correct. His management of the Home has been so satisfactory and thorough that the board of charities has given him full control of the business.

This statement is made for the information of the committee, which can be verified upon application to the board of charities.

A. A. MAXIM.

## CANTEEN IN NATIONAL SOLDIERS' HOMES.

### STATEMENT OF REV. WILBUR F. CRAFTS, OF WASHINGTON, D. C.

The CHAIRMAN. Mr. Crafts, I understand that you wanted to say a word to the committee in respect to the canteen.

Mr. CRAFTS. Yes; I wanted to say a word in regard to the selling of liquor in the State and National Soldiers' Homes. I have a number of documents here, which I will hand to the members of the committee, although I wish mostly to refer to some documents that have been printed in connection with the Senate and the House in regard to the matter. I have before me two amendments that were adopted in the Senate and one that was adopted in the House in connection with this bill in the last Congress.

The CHAIRMAN. You are familiar with the amendment adopted in the last Congress in respect to the State Homes. As I understand it, you wanted to be heard in respect to the sale in the National Homes?

Mr. SMITH. In favor of retention of the present provision?

Mr. CRAFTS. And the continued addition of the other. I am in favor of both—of putting them both in.

Mr. SMITH. I did not know that there was any intention of striking them out, although I understood that some members wished to be heard in favor of striking them out.

Mr. CRAFTS. This is the amendment that was added in the Senate [reads]:

No bar or canteen where intoxicating liquors are sold shall be maintained in any Branch of a National Home, and that no part of this appropriation shall be apportioned to any State or Territory Home for the maintenance of such bar or canteen.

Now, while the House did not concur, the conferees did not concur with the first of these amendments, it seems to us to make the law consistent. And in view of the greatly increased atmosphere of moral interest in favor of the provision in the House in relation to these Homes, the State being a very much smaller proposition, we think it ought to be adopted. It was said by President Tucker, in speaking recently in New Hampshire, that citizens should make a good bracing moral atmosphere for the legislators to work in, and we think that since the last Congress the moral atmosphere that we have here to work in has been made by the people.

The one thing that I want specially to call attention to, as I have been working on this matter for ten years, is that Congress has fourteen times, seven times in the Senate and seven times in the House, indorsed a proposition by vote that liquor selling, whatever its merits, should not be conducted in Government buildings or by the Government.

The first case in which that came up was by a unanimous report of the House Committee on Alcoholic Liquor Traffic in the Fifty-fifth Congress, which I have here before me, and in which they say that the liquor traffic, whatever the merits may be, should not be conducted by the Government; and that, Mr. Chairman, was almost in the same words put into a report which was adopted with only two dissenting votes by the Committee on Military Affairs. That is, two committees of the House were unanimous, and in the other there were only two dissenting votes, saying that the liquor traffic, whatever its merits, should not be conducted by the Government.

Mr. SULLIVAN. Is not the Government the biggest liquor seller in the country?

Mr. CRAFTS. It is in an indirect way, but in this case it conducts the liquor business right in its own building. In the matter of the internal revenue, of course the Government is—well, I won't say that the Government is in complicity with the liquor traffic by any means; but that is an entirely different proposition. I believe that the thought of Congressmen who are not total abstainers, and men outside of the liquor traffic, too, is that the liquor business should not be conducted by the Government. This matter was first of all taken up in the case of Soldiers' Homes by regulation, and it was voted that liquor should not be sold within a mile. That regulation has been maintained for a long time, and, so far as I can ascertain, with very good results. I think it is the policy of Congress to maintain that protection to the old soldiers for a distance of a mile. I am familiar with one of the National Branches, and I can say that I have never seen a drunken soldier wearing the uniform of that Home, and from what I have seen I believe that that Home will rank above the other Homes.

The CHAIRMAN. Which Home?

Mr. CRAFTS. The Home of the regulars in Washington.

The CHAIRMAN. Have you personal knowledge of the manner of conducting other National Homes?

Mr. CRAFTS. Yes; I have given this matter a great deal of attention. I have been in it for ten years; and I have the testimony of other men who have visited almost every Home in the country. The second time Congress voted on it was in connection with the Army and Navy, and it was practically unanimous in both Houses. I judge from that that it was the sentiment of Congress that liquor should not be sold in any Government buildings. The sentiment was also shown in relation to the Capitol. All those votes—146 in the Senate and House—and the petitions came here in enormous quantities. It was said that in the Fifty-third Congress more petitions came to Congress in relation to this matter than any other.

Mr. SULLIVAN. More petitions came because you took particular pains that more petitions should come.

Mr. CRAFTS. Would you suppose that if I asked people to petition on vegetarianism that you would receive them? I want you to understand that petitions, when they are upon a matter which the people do not want, do not come in. Vegetarianism, for instance, would not bring in any petitions.

Mr. SULLIVAN. I would like to see it tried. I believe it would. I believe that I could flood this Congress with petitions with regard to vegetarianism if I could get the use of the franking privilege.



Mr. CRAFTS. These are not petitions from mere individuals. They have come from all kinds of organizations and bodies. But it seems to me that from the way this subject has been handled in both the House and the Senate that it is the sentiment that liquor ought not to be sold in buildings owned by the people. And I believe, too, that it is the general sentiment of Congress that liquor should not be sold to these people. It was sold, as you will remember, in the Capitol. We brought it to the attention of the public, and the public burned it up.

It is my idea that Congress, echoing the sentiment of the people, has for fifteen years and more—every time it has voted on this subject—said that liquor should go out of Government buildings. That has been the case every time that Congress has had a chance to vote. The subject of the National Branches was not brought up, or I think it would have been excluded there.

There is one other proposition, gentlemen, which I have taken a good deal of pains to be informed upon. I have spoken on this subject to committees of the Senate and the House several times.

This is my fortieth time that I have spoken to a committee of Congress. I have here the testimony of Joshua L. Bailey, one of the richest and most prominent merchants of Philadelphia, who has leisure and money, and who has made a tour of the Homes; made a personal investigation, as a business man, into the conditions. He credited the Homes with everything that was excellent; he was very frank and very cordial; and all he found to criticise were things connected with the canteen.

Mr. SULLIVAN. The National Homes?

Mr. CRAFTS. Branches of the National Home. He did not go into the State Homes.

Mr. SULLIVAN. Did he give specific instances and give the names of the Homes?

Mr. CRAFTS. Yes; the whole thing is in an elaborate pamphlet, of probably 50 or 75 pages. I will ask him to send copies to members of this committee. He speaks of them one by one—Dayton, Hampton, Togus, Leavenworth, and all excepting those on the Pacific coast.

Mr. SULLIVAN. Did he include the Mountain Branch, of Tennessee?

Mr. CRAFTS. I am not sure. There were two that he did not reach, but he reached a number sufficient. What is the name of that Home that you just mentioned?

Mr. SULLIVAN. The Mountain Branch, of Tennessee.

Mr. CRAFTS. I am not sure; but I have it here; I have the complete book. They are all here, or at least enough of them to show the general trend. His conclusion from that investigation, that very careful investigation—and I will say, by the way, that it has been duplicated by a very intelligent lady, a cultivated woman, Mrs. L. M. Fletcher, who has devoted herself to the welfare of soldiers and sailors, and is much beloved by them, and who has visited these Homes herself. That is confirmed by her. And I would like to say that I have visited two of them myself—Hampton and Dayton—and I have printed testimony from others. The testimony is that the beer bar inside of these Homes serves as kindling wood; that the men drink there from day to day, and then go out with an inten-

sified appetite into outside places, where, on pay day, they drink heavily.

On pay day the men go around town drinking in the beer saloons—the beer halls. They begin their drinking in the beer room of the Homes, and drink there all the month, as much as they care to drink, taking their turn and drinking once, and then coming back again and going around again, if they choose.

Mr. SULLIVAN. That is in violation of the regulation.

Mr. CRAFTS. I know; but people don't keep regulations when drink is sold. The theory of the saloon is one thing and the actual thing is different. Mr. Bailey gives specific cases as to what he saw, and he says that men would drink and then come back again in the line and drink again.

Mr. SULLIVAN. I wish you would give the names of the men and where that was done.

Mr. CRAFTS. If there was time I would do it.

Mr. SULLIVAN. It is an important matter. We have recently had the board of managers here before this committee, and they seemed to be totally ignorant of such cases.

Mr. CRAFTS. This is the testimony of competent witnesses, and it is in a book which I will ask him to send to send to you. I have only one copy here, but as you are going into this matter thoroughly you will want a copy.

Mr. TAYLOR. Does he give the names?

Mr. CRAFTS. Yes, sir; he gives the names of the Homes, and he gives all of the particulars.

Mr. TAYLOR. Does he give the names of the soldiers?

Mr. CRAFTS. How is he going to give the names of the soldiers? He stood there as a witness, and you would not suppose that a man would go in a place like that and get names. If he stands there and sees the men going around that is sufficient.

Mr. BROWNLOW. You said that you personally had been at some of those Homes.

Mr. CRAFTS. I have been at Hampton. When I was at Hampton the Indians had a prayer meeting in the Indian school there, and they said that the drinking of the old soldiers inside and outside of the Home was a horrible example and a great argument in favor of temperance. I have an abundance of testimony from men at Hampton.

Mr. BROWNLOW. Did you say that whisky was sold in the Nation's Homes?

Mr. CRAFTS. No; only beer. The beer whets their appetites, and they go out and drink the stronger liquors outside.

The CHAIRMAN. Do you claim that beer whets the appetite for whisky?

Mr. CRAFTS. Why, certainly.

The CHAIRMAN. How do you arrive at that conclusion?

Mr. CRAFTS. The man drinks the milder intoxicant and the appetite grows. It is the belief of those who have investigated the subject that the milder liquors intensify the appetite, and by and by a man wants to get the effects of liquor without drinking so much, so he wants it stronger.

But, as a matter of fact, whatever the philosophy, these men go out in Dayton, and it is a most notorious thing that drunkenness is a humiliation to every Christian patriot in that town that I can

talked with—the amount of drunkenness there on pay day. They drink in the beer saloon at the Home during the month, and when pay day comes they take their money, their pension money, and start out for the outside places.

Mr. BROWNLOW. You say that beer creates an appetite for whisky?

Mr. CRAFTS. Certainly.

Mr. BROWNLOW. And they go out and get whiskey?

Mr. CRAFTS. Yes.

Mr. BROWNLOW. What is the age of these men in the National Soldiers' Homes?

Mr. CRAFTS. I did not mean that these men have probably just begun to drink.

Mr. BROWNLOW. What I am trying to get at is the age of the men in the Soldiers' Homes.

Mr. CRAFTS. They are pretty well along, excepting some of the so-called Spanish war veterans.

Mr. BROWNLOW. Are any of them under 60 years of age?

Mr. CRAFTS. I think there are some younger men coming in now, but when I visited the Homes they were mostly men of that age.

Mr. BROWNLOW. Have not the habits and the appetites of these men been pretty well formed by the time they reach 60 years of age?

Mr. CRAFTS. But let me bring out this fact: The man who had been superintendent at Dayton was made the superintendent at Marion, Ind. He had seen so much of the evil that he did not want to have it in Marion. I understand that they have changed that in connection with the new Home, but for years Marion had no drinking.

Mr. BROWNLOW. Is it not a fact that the superintendent you refer to at Dayton, who went to Marion and opposed the canteen at the Marion Home, for a year prior to his death recommended and advocated the establishment of the canteen?

Mr. CRAFTS. Perhaps so, but this is a fact, that Inspector-General Breckinridge showed that there was a great deal of drunkenness in the Marion Home, and if there has been any change there of course there are a good many things, then, that need to be looked into to find out why. But anyway, the testimony of these visitors is that the Marion Home was rather better than the others.

Mr. SULLIVAN. Do you think that he was wholly and utterly mistaken in his view?

Mr. CRAFTS. I think the man for some reason—there are a good many reasons that might be attributed.

Mr. SULLIVAN. You do not charge him with being dishonest in his view, do you?

Mr. CRAFTS. No; a man might differ from me and still be honest.

Mr. BROWNLOW. Isn't it a fact that at the Marion Home, where there was no canteen, the whisky saloons were all around in front of the Home, and that the men would go there and get drunk?

Mr. CRAFTS. Here is the actual situation in Milwaukee: Since the canteen was put inside there has been an increase of forty places on the outside. There is not a scintilla of doubt but that the drinking on the inside creates an appetite for drinking on the outside. They are not going to drink any less in the outside places because the Government puts a drinkery on the inside.

Mr. SULLIVAN. Why not?

Mr. CRAFTS. Theoretically you may say that if they could get it inside that they would not want to drink on the outside; but, as a matter of fact, you haven't a scintilla of proof from anybody who is removed from prejudice, that will stand in court, that anywhere the absence of a beer canteen on the inside has increased the drunkenness on the outside. Until you do have such proof, why should the Government put a beer saloon on the inside?

The CHAIRMAN. How far are these saloons in Milwaukee removed from the Home?

Mr. CRAFTS. They are close by.

The CHAIRMAN. How many feet?

Mr. CRAFTS. Here is a cut of the Home, and there is the gate. They are right within sight of the gate.

The CHAIRMAN. They might be a mile away and be in sight.

Mr. CRAFTS. They are within a stone's throw.

Mr. SMITH. Which do you claim is the main gate of the Home at Milwaukee?

Mr. CRAFTS (indicating). Here is the main entrance, and there are the places right along there. There are two right there almost blocking the gate. That diagram was made by the State secretary of the Antisaloon League, and he shows, too, that there is a great deal of drunkenness among the men there.

Mr. SMITH. Do you know whether those saloons around that Home, within sight of the Home, are patronized by the soldiers, or are they patronized by the people?

Mr. CRAFTS. They are out by themselves. These places are like those that I used to see in Dayton before they were moved a mile and a half away. They are all along the road.

Mr. SMITH. Are there any manufacturing establishments in that vicinity?

Mr. CRAFTS. Nothing to speak of.

Mr. SMITH. Have you been there?

Mr. CRAFTS. No, sir.

Mr. SMITH. Do you know whether there is any considerable number of residences in that vicinity?

Mr. CRAFTS. I will look that up for you.

Mr. SULLIVAN. You got your information from the secretary of the Antisaloon League?

Mr. CRAFTS. He is the author of this, and we think he is apt to be careful in that sort of thing.

Mr. SULLIVAN. You would expect his view to be wholly unprejudiced?

Mr. CRAFTS. As a matter of fact, if this map is not correct we would like to have it challenged.

But the point I think is clearly this: The people and the Congress have declared that liquor should not be sold in Government buildings of any kind over and over again. If we are going to put them in there, there ought to be some overwhelming reason: it ought to be overwhelmingly clear that a great gain is made. Here are a lot of Homes at various places, and here is a Home here in Washington with the same old soldiers, the same age practically, same conditions. I can see no real difference. If they can get along without it and do not show any particular difference, why can not

the others? It certainly can not be shown that there is any great difference in favor of the places that have the canteen on the inside.

Mr. BROWNLOW. Isn't there a canteen at Marion now?

Mr. CRAFTS. It has just been put in.

Mr. SULLIVAN. I wish to dispute the statement which you just made. You say that it can not be shown that there is any marked difference in the saloons on the outside whether the canteen remains in the Home or not. How can you find that out?

Mr. CRAFTS. Because I have the testimony of two people who have visited these Homes.

Mr. SULLIVAN. One of them the lady of whom you spoke?

Mr. CRAFTS. Yes; and the other Joshua Bailey.

Mr. SULLIVAN. In regard to this lady that you have spoken of, was she delegated to go to these Homes by her society?

Mr. CRAFTS. No; but it is a philanthropy to which she is devoting her life at her own cost, working for the old soldiers and sailors. She gives her life practically to them.

Mr. SULLIVAN. She is a believer in prohibition, is she not?

Mr. CRAFTS. Certainly.

Mr. SULLIVAN. Mr. Bailey is a believer in prohibition?

Mr. CRAFTS. Certainly; but these men are witnesses. They are not talking theory.

Mr. SULLIVAN. Do you say that they are better witnesses than the managers of the Soldiers' Homes themselves?

Mr. CRAFTS. The managers are prejudiced, too.

Mr. SULLIVAN. What is the reason for that? Let me put an exact case. Major Harris, General Henderson, and Mr. Murphy were before the committee the other day. Major Harris made his statement in the presence of the other two men, who are managers. His testimony was that the beer halls in the National Homes were a benefit to the soldier.

That these soldiers were men of advanced years; that their habits were fixed, and that it would cost them great discomfort, if not ill health, to change their habits abruptly at their time of life; and that it was a charitable and merciful thing to allow them to have beer in the beer hall. Much more so than to send them out to the adjacent districts to be given over to the tender mercies of the rum seller and the keeper of disorderly places, and all that sort of thing. His statement was that if the State Homes were managed as well as the National Homes with the same regulations properly enforced, that he could see no objection to allowing the liquor to the old soldiers in the State Homes; and he saw no objection as a result of his observations to allowing it in the National Homes. That statement had the apparent approval of General Henderson and Mr. Murphy. Unless you can show that these witnesses are prejudiced, that they are in the pay of the liquor trade, or prejudiced in any way in favor of the liquor trade, how can you overweigh that kind of testimony?

Mr. CRAFTS. That is only an opinion. They did not give you the facts to prove it, and you don't know that. While figures can never lie, yet liars can figure.

Mr. SULLIVAN. Do you say that Mr. Murphy and General Henderson and Major Harris would lie?

Mr. CRAFTS. No; but I say that users of statistics can take lies and make them appear as facts.

Mr. SULLIVAN. They made no use of statistics, but they said it was their opinion based upon information.

Mr. CRAFTS. But we have got against that three witnesses and a lot of written testimony from other men, which would make a case that would stand in any court. There has been a great deal of drunkenness around these places. We have seen it there, and we could prove it in court.

The CHAIRMAN. Now, I would like to ask Mr. Brownlow, who is the manager of the Mountain Home Branch, whether there is general drunkenness around the Mountain Home?

Mr. BROWNLOW. I would like to say that I have never seen in the Mountain Branch a single intoxicated man who got his intoxication from the use of the beer purchased at the canteen. We have had cases of intoxication, and the most serious and aggravating cases have been from the drinking of cider that had a large per cent of wood alcohol in it, and that was purchased from the outside.

Mr. SMITH. I will ask Mr. Brownlow if he has any figures from Marion and other Homes showing the percentage of drunkenness at each Home?

Mr. BROWNLOW. No, I have not; but I suppose I could get them by writing to Governor Steele and Governor Chapman, who opposed the creation of the canteen at the Marion Home and a year before his death recommended that it be reestablished, because these saloons had been built around the outer edge of the Soldiers' Home and the men went out there and became intoxicated from whisky.

Mr. CRAFTS. That, of course, was the conception of a certain man. He saw an evil and he thought that was the way of getting rid of it. But that don't get rid of it in the other Homes. That was a matter of opinion.

Mr. BROWNLOW. You say that you know about Hampton. If you have been there, you know that the town Phoebus was built up for the express purpose of selling whisky, and with the grade of intoxicating liquors that is the most offensive to the soldiers within that Home.

Mr. CRAFTS. Oh, yes; but it does not prevent them from going there to have the canteen on the inside. You spoke about these old men. Why doesn't that apply to old soldiers in Washington? If it is such a disastrous thing not to furnish these old soldiers with a bar inside of a Home, why isn't it put in out here? We haven't any such disastrous results here. Here is a question of Government ownership, the buying and selling of liquor. Are we going to socialism on a question of the liquor traffic? Are we going to say that the Government may buy and sell drink—to begin in that way? I believe that the general principle that the Government ought not to be in the liquor traffic and ought not to have it in its buildings ought to be established.

Mr. SULLIVAN. You believe in prohibition; I do not, because I do not believe that it will work. But I don't think you can address to this precise question the same general argument that you address to the prohibition question generally.

Mr. CRAFTS. Oh, no.

Mr. SULLIVAN. You are dealing then with young men; in that case you are not dealing with old men; but when you consider the frequently expressed attitude of Congress on a question of this kind,

you must concede that there can be no question that Congress approaches with a less prejudiced mind than this one. But if there was any influence brought to bear at all by liquor dealers, it would be for the purpose of taking the canteens out of the Homes so that their business would be increased on the outside.

Mr. CRAFTS. That would make no difference.

Mr. SULLIVAN. So I say you can not imagine a question, in my judgment, in which a Member of Congress can be more openminded on the general question of temperance than this one. And further, men who agree with you thoroughly, for instance, on the general principles of prohibition, might honestly disagree with you in the operation of this principle with respect to the canteen question.

Mr. CRAFTS. I want it distinctly understood that Congress has decided in favor of prohibition, because they did not want liquor sold in immigration stations. I think that nearly all drinking men say that liquor ought not to be sold in Government buildings; at least a majority of the people don't believe that liquor should be sold in Government buildings; and it is a great gratification that it was put out of the Capitol.

Mr. TAYLOR. I hardly think that it can be said that that argument applies to Soldiers' Homes.

Mr. BROWNLOW. You were speaking of this sale of liquor in the canteen in Soldiers' Homes. Now, the general public does not draw a distinction between liquor and beer. You have been referring to liquor, when liquor, as the public understands it, is not sold in any Soldiers' Home in the country. Beer of a formula of 2 per cent alcohol is sold in all of the National Soldiers' Homes to-day; and perhaps you don't know the fact, but it is a fact, that the first canteen established in a National Soldiers' Home was established by Gen. George B. Patrick, who was president, or at the head, of the temperance organization within the city of New York, and he established it after long experience in connection with National Soldiers' Homes.

Mr. CRAFTS. Do you say positively that there is no beer containing over 2 per cent of alcohol sold—would you make oath to that—sold in these Homes?

Mr. BROWNLOW. I would make oath to the fact that that is the formula.

Mr. CRAFTS. That is merely a theory.

Mr. TAYLOR. Is there a merchantable beer with only 2 per cent of alcohol?

The CHAIRMAN. Oh, yes.

Mr. CRAFTS. I would be glad to put in the testimony of General Breckenridge, that there was less disorder in the Marion Home when there was no canteen. If there was not much difference, it seems to me that we ought not to put liquor in a Government building against the principle of the country and Congress, unless there is some great advantage to be gained.

The CHAIRMAN. You admit, do you not, that the board in charge of the National Homes is composed of some of the most reputable men in this country; that the governors of these Homes are men of standing; that the members of the board serve without compensation, and that they are serving only for the purpose of benefiting, so far as they can, their old comrades? Do you think that they would advise and

recommend a policy in this respect in the Homes that was confessedly and openly and avowedly for the worst possible interest, or I might say, against the interests of the old soldier, and that would result injuriously to their health?

Mr. CRAFTS. Oh, of course, they would not unless theoretically, and from the information that comes to them.

The CHAIRMAN. They are in contact with the men.

Mr. CRAFTS. Not this large board of managers, of which the President is the head. They are figureheads. There are only two or three men that go into the details.

The CHAIRMAN. There is a man appointed by the board who resides at or in the vicinity of each of the Homes. It is his duty to look after these men, and upon him rests the responsibility for these men. He is charged with the duty of looking after the men who have been through the service with him. Is it reasonable to suppose that men of that character or that standing would perpetually follow or would inaugurate a policy that was palpably against the health, or that was injurious to the health, of the inmates of these Homes? Is that reasonable?

Mr. CRAFTS. Of course, I think they are sincere. You have heard the proverb, "God save us from the mistakes of great men; aye, of good men." We have known a great many good men who have made mistakes.

The CHAIRMAN. But these men are performing a service, a service that relates peculiarly to the welfare of their own fellow-men, a class to whom they bear the most intimate personal and social relation because of their common service in the war of the rebellion. Those men are not able to earn their livelihood elsewhere; they are thrown upon the protection, absolutely at the mercy of the men in charge of the Homes; and it is not reasonable, I submit, for those in control to outline a policy that is manifestly injurious to the health of those whose welfare they have at heart.

Mr. CRAFTS. Of course I shall yield to the sincerity of these men, but they are liable to adhere to the theory that so many do, that that is the best plan, without critically examining it. The people I quoted have been investigating this matter, and I can give you an abundance of affidavits and testimony from people of Dayton and Hampton and elsewhere that drunkenness does go on; and there isn't anything that we have been able to find to show that the Home that has been without it here or elsewhere are worse than the others. I do not believe that we ought to go into the government ownership of liquor selling, even if there are slight benefits.

The CHAIRMAN. Is this not also true, that this grows largely out of the fact that the Government of the United States has no control whatever over the territory surrounding these Homes in the matter of prohibiting the sale of liquor within a certain radius or area? That is within the State and city jurisdiction, and of course the Government is powerless to control traffic outside of the Home.

Mr. CRAFTS. I think the managers of these Homes—these great men that have been spoken of—should set themselves to rectifying conditions around the Homes; and if there was no beer hall inside to whet the appetites of the men we might expect some benefit. I still hold that the facts will show that there has been no perceptible advantage in favor of the Homes that have had the beer hall over the



others. There may have been some slight benefit, but we don't want the Government to begin ownership by taking up the liquor traffic. It might begin in the coal fields, but not in the liquor traffic.

Mr. BROWNLOW. I have forgotten what sense you used the language a while ago, but you spoke of figureheads.

Mr. CRAFTS. I meant public men who are on ex officio. It is not likely that the President can go to these Homes and examine them.

Mr. BROWNLOW. I want to call your attention to one fact: There is not and has not been in the United States any man more fanatical on the subject of the use of intoxicating drinks than myself. I never tasted a drop of whisky, wine, or beer, I never smoked a cigar, and I never took a chew of tobacco.

And I went into the management of the Mountain Branch Home as much prejudiced against the sale of intoxicating drinks in any way, shape, form, or fashion as any man in this country. But after careful investigation, after visiting all of the National Homes, and after going in there and making a diligent search for all of these things that you complain of, I came to the conclusion that the canteen in the Home was an absolute protection to those who were addicted to the use of intoxicating liquors.

Mr. CRAFTS. Now I have testimony here which I have not had time to read, from the Dayton papers; and I have other testimony that I would like to submit, but I have taken up so much of your time already that I will now thank you for the courtesies you have extended to me and the time you have given to this matter—a much longer hearing than I was expecting or asking for.

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WEDNESDAY, May 2, 1906.

### BACK PAY AND BOUNTY.

#### STATEMENT OF MR. B. F. HARPER, AUDITOR FOR THE WAR DEPARTMENT, ACCOMPANIED BY MR. WILLIAM C. ELDRIDGE, CHIEF OF LAW DIVISION.

The CHAIRMAN. Mr. Harper, you are the Auditor for the War Department?

Mr. HARPER. I am.

The CHAIRMAN. I observe on page 286 of the bill that the items carried in the current appropriation law have been omitted in your estimate, and you have submitted an estimate for these items in Public Document number 631. The first item is "Arrears of pay, bounty," and so forth; certified claims for back pay and bounty. You had for the fiscal year 1905 an appropriation of \$250,000 for back pay and bounty, and for the current year \$200,000. You made no estimate for the next fiscal year under this head, but submit a supplemental estimate for it.

Will you explain just what the status of that fund is and what amount, under your supplemental estimate, will be needed to meet your requirements under that title?

Mr. HARPER. The amount for the current year I have recommended is \$200,000.

The CHAIRMAN. That is for the next year? The current year is \$200,000. The next year you recommend \$200,000?

Mr. HARPER. Yes; for the reason that there are as many claims to be paid in that year as there were in the last, if not more.

The CHAIRMAN. Why was this omitted from your annual estimates for the coming fiscal year?

Mr. HARPER. At the time this estimate was to be made we were not able to tell how much it would be necessary to appropriate at that time, and at the suggestion of the Treasury Department it was postponed.

The CHAIRMAN. Since that time you have been able to make an estimate, and have ascertained that you will need \$200,000 in the next fiscal year for that purpose?

Mr. HARPER. Yes, sir.

The CHAIRMAN. How do you arrive at the amount due to claimants under this title?

Mr. HARPER. The amounts due to claimants are shown from the records that are kept in the office.

The CHAIRMAN. The statute fixes the rule under which the claims are adjudicated, does it?

Mr. HARPER. Yes.

Mr. SMITH. Right there, Mr. Chairman, I would like to have a little light. Is not there a law barring some of the bounty claims of the civil war?

Mr. ELDRIDGE. The only statute of limitations in regard to this bounty claim is the act of July 28, 1866, and the Auditor has recommended that the statute be repealed because that is the most equitable bounty that is paid to anybody, as under the act of 1866 any man can get the bounty if he has ever received over \$100 of bounty paid under that act. There is a complete and perfect record of every \$100 or \$50 that has been paid; but in that particular act they have limited the time of filing claims to July 1, 1880. But that is the only bar. All other bounty acts, and there are dozens, have no limitations whatever on the time of filing claims, and practically all of the claims under the act of July 28, 1866, have been paid.

The CHAIRMAN. The act of 1866 authorizing the payment of back bounty, limits the filing of claims for such bounty to 1880.

Mr. ELDRIDGE. The act of 1866 as amended. There have been several extensions, but I have forgotten the last.

The CHAIRMAN. And that act applied to what kind of bounties?

Mr. ELDRIDGE. The act of July 28, 1866, provided that where soldiers had enlisted for two or three years, and served two or three years, and had received no more than \$100 bounty for any service whatever, that those men should receive \$50 if it was two years, and \$100 if it was three years. It was called the "Equalization bounty act," undertaking to give the men who had received the very smallest bounty \$50 additional if they served two years, and \$100 additional if they served three years.

The CHAIRMAN. And the claim for bounty under that act was limited to 1880?

Mr. ELDRIDGE. They must be filed prior to July 1, 1880. Of course there have been dozens of other bounty acts, giving \$400 and \$300, different bounties; not to these men—there is no limitation on the other bounty acts at all, the only limitation is on this one act.

Mr. SULLIVAN. You say that the claims filed under the act of 1866 have been settled?

Mr. ELDRIDGE. Practically. There are probably thousands of them that have not. There were hundreds of thousands of claims under the act. Some few filed were lost.

Mr. SULLIVAN. Do you understand that many will be filed if the statute of limitations is repealed?

Mr. ELDRIDGE. Very few; probably not over 50,000 altogether. That is not in connection with this appropriation. A bill has passed the Senate repealing the statute of limitations, but there is a very small number under this act that are repealed. It is the most equitable, it seems to me. There is no reason for the statute of limitations, as there is against some claims, for the reason that the record is perfect so far as a record could be. They were paid by the Department here after the war was over, and a complete record was kept. Of course there are other records, but it is not the perfect system of records as that of the payment of additional bounty. There is no question but that bounty would have been paid.

Mr. SULLIVAN. Do you think this operates to discriminate against men who would otherwise come under it, as compared with men whose claims are filed under other statutes?

Mr. ELDRIDGE. It is certainly a discrimination against the men wherever—

The CHAIRMAN. Do you know how many claims are now pending for bounty?

Mr. HARPER. I can give you that. There are altogether between 17,000 and 20,000 claims of all classes.

The CHAIRMAN. That will serve my purpose. I wanted to know approximately. What proportion of claims are allowed?

Mr. HARPER. About one-third of the civil war claims.

The CHAIRMAN. What is the average bounty that is allowed and paid?

Mr. HARPER. I do not know.

The CHAIRMAN. Can you give me the average amount of actual payments for each individual?

Mr. ELDRIDGE. It would be hard to estimate, because very often it is a balance from \$25 to \$400.

The CHAIRMAN. What I was getting at was the probable total payment, approximately.

Mr. ELDRIDGE. The appropriations for this purpose used to be made under separate heads. You will find in this aggregation "For payment of amounts for arrears of pay of two and three year volunteers, for bounty to volunteers and their widows and legal heirs." Congress used to make appropriations for that by itself. Then they would make appropriations for bounty to volunteers and widows and legal heirs. Then they would make another appropriation for bounty under the act of 1866. The result was that you had to appropriate much more money to carry a balance under each one than to aggregate them.

So for several years it has been aggregated under the head of arrears of pay, bounty, and so forth, putting all the items under one fund and only having to have one balance. The amount this year is \$200,000.

The CHAIRMAN. Does your estimate, Mr. Harper, figure that you

will require during the next fiscal year \$200,000 to meet and pay claims of your Bureau?

Mr. HARPER. Yes.

The CHAIRMAN. Will that carry you through the year?

Mr. HARPER. We regard that we will need all of that.

#### PAYMENT OF ARREARS, WAR WITH SPAIN.

The CHAIRMAN. The next item is for payment of amounts for arrears of pay and allowances on account of services of officers and men of the Army during the war with Spain and in the Philippine Islands that may be certified, and so forth.

Mr. HARPER. All of that appropriation was used before the end of this year, and we had no money until the \$190,000 was transferred from an appropriation that had not been used the first of the session. But it will require at least \$250,000 to pay for the coming year.

The CHAIRMAN. Are they chiefly Spanish war soldiers?

Mr. HARPER. Yes, sir.

The CHAIRMAN. Are there many soldiers who served in the Philippine Islands?

Mr. HARPER. A good many; I could not tell you how many.

The CHAIRMAN. Under what statute are these claims certified and paid?

Mr. HARPER. I don't know what statute they are certified under and paid.

The CHAIRMAN. You recommend a provision in connection with your estimates on these two items as follows:

Hereafter in the settlement of the accounts of deceased officers or enlisted men of the Army, where the amount due the decedent's estate is less than \$500 and no demand is presented by a duly appointed legal representative of the estate, the accounting officers may allow the amount found due to the decedent's widow or legal heirs in the following order of precedence: First, to the widow; second, if decedent left no widow, or the widow be dead at time of settlement, then to the children or their issue, per stirpes; third, if no widow or descendants, then to the father, provided he has not abandoned the support of his family; fourth, if the father be dead, or is shown by satisfactory evidence to have abandoned the support of his family, then to the mother; fifth, if there be no widow, child, father, or mother at the date of settlement, then to the brothers and sisters and children of deceased brothers and sisters, per stirpes. *Provided*, That this act shall not be so construed as to prevent payment from the amount due the decedent's estate of funeral expenses, provided a claim therefor is presented by the person or persons who actually paid the same before settlement by the accounting officers.

Mr. HARPER. We found that it has been the practice for forty years or more for the Department to pay to deceased's representatives to the widow, any sum of money not over \$500, and the experience has been that we never have had to pay any amount over. It expedites the work, and oftentimes people can not afford to take out letters of administration for the amount of money that is due them, because the expense of it would be far in excess of what they would get. They are poor people frequently, and they can not give bond for letters of administration. It has been the practice to pay to the widow the sum of \$500. Most of the States give the widow that much as a right.

Mr. TAYLOR. Do you mean exemption?

Mr. HARPER. Most of the States give the widow that much or more

I would say, however, of course it is only a chance that they could compel the accounting department to pay more, but the experience has been that it has never occurred.

The CHAIRMAN. How long has that been the practice?

Mr. HARPER. I am told it has been the practice for forty years.

Mr. ELDRIDGE. Since the war of the rebellion there have been hundreds of thousands of cases settled under that. There has never been a deviation from that practice until a year or two ago.

I think what started it was when Congress made an appropriation to pay bounty to the heirs of deceased soldiers, they laid down the rule—widow, children, father, mother, and so forth—and they laid the same rule down as to the pay to the deceased colored soldiers at that time. The Department followed that rule in distribution in hundreds of thousands of cases in the cases of the civil war, and not until a year or two ago has anyone even questioned it, and then not very seriously. The Comptroller of the Treasury, in a couple of reports to the Secretary of the Treasury, stated that he found no legal sanction for that practice, and that it ought to be sanctioned.

Mr. SMITH. At this late date I don't know that it would be well to sanction a proposition that a mother takes preference over the father. It may have been all right forty years ago, but it may be rather obnoxious now in some States.

Mr. ELDRIDGE. Here is the trouble now. If you do not sanction something of this kind, here is a drunken, good-for-nothing father, who has abandoned the support of his family absolutely. We have those cases that are worrying us, but under the law of domicile, which we are forced to follow, unless administration is taken out, if the father is the legal heir under the law of the different States, and it is generally so—

Mr. SMITH. It may be the case in the old States, but not in the new.

Mr. ELDRIDGE. I think it is largely so. The general rule is that the father takes the preference to the mother. Some States have them take jointly, some States have them take equal shares, but if left to our present law, we are bound to pay the father.

In the States where the father takes preference we have to pay the money, notwithstanding it may be shown that he contributed nothing to the support of the soldier or mother for the last ten years; and we have to pay the money to the father, notwithstanding that fact, and that he has abandoned absolutely the support of the mother and children, and when we know that if we turn it over to him he spends it.

Mr. SMITH. That of itself, if you are going to pay it to the father, is a good limitation. The reason I speak of it is that we have trouble every day hunting all of these things up, and we find generally that the mother takes equal share with brothers and sisters, and sometimes not until after brothers and sisters.

The CHAIRMAN. Prior to the question raised by the Comptroller of the Treasury, it was the supposition in the Auditor's Office for the War Department that this practice was authorized by law.

Mr. ELDRIDGE. It was never questioned.

The CHAIRMAN. No previous Comptroller has ever questioned it.

Mr. ELDRIDGE. No; never. The fact is that this has happened: We have paid the widow as much as \$400, and then within a week after that—I am giving you an aggravated case to show the prac-

tice—the administrator of the estate has come in and demanded payment, saying that the widow was not entitled, and the accountant has disallowed absolutely the claim of the administrator, on the ground that the payment to the widow was a legal payment.

Mr. SMITH. Why not give this direct to the widow and children to the exclusion of the administrator?

Mr. ELDRIDGE. That is simply to avoid the criticism. If the people legally entitled to the money come in and demand it, we would not undertake to interfere then.

Mr. HARPER. If the administrator came in first, we could not refuse him.

Mr. SMITH. If the law so provided, you could.

The CHAIRMAN. If the administrator did come in, then, if necessary, this bounty money would go to the payment of the debts of the deceased and be distributed as a part of his estate.

Mr. ELDRIDGE. To come down technically, I suppose that Congress would have no right to pass an act of distribution. This is so drawn, directing the accounting officer to pay this money when they would not pay it in any other way. But the money is actually due the estate of the deceased; technically Congress has no right to step in and say that it should be paid in some other way.

Mr. SMITH. I am not clear as to that. If Congress can provide that the salaries for military officials shall go to them in their lifetime and to specific persons at the time of death—

Mr. ELDRIDGE. It is possible, and I don't care to raise that question. We were trying to avoid any question if the legal persons came in.

The last proviso is "that this act shall not be so construed as to prevent payment from the amount due the decedent's estate of funeral expenses, provided a claim therefor is presented by the person or persons who actually paid the same before settlement by the accounting officer." That is simply not to violate any law of distribution.

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MAY 7, 1906.

## UNITED STATES MILITARY PRISON, FORT LEAVENWORTH, KANS.

### STATEMENT OF BRIG. GEN. GEORGE B. DAVIS, JUDGE-ADVOCATE GENERAL, U. S. ARMY.

#### ADDITIONAL EMPLOYEES.

The CHAIRMAN. General, we will turn to page 313 of the bill. There is an item there that comes under your jurisdiction for additional employees for the United States penitentiary at Fort Leavenworth, Kans. I also have here a letter from Robert Shaw Oliver, the Assistant Secretary of War, containing a provision which he wishes inserted, applying to prisoners undergoing confinement at this military prison and at such military posts as may be designated by the Secretary of War as places for the confinement of offenders, and so forth. In regard to these clerks, this is the same force of clerks, laborers, and so on, that Congress provided for in the urgent

deficiency bill in the beginning of this Congress, made necessary by transfer of this present force from the Department of Justice back to the War Department?

General DAVIS. Yes, sir; it is the same force exactly; no change.

The CHAIRMAN. This continues the same force that we have now there under the urgent deficiency bill, and provides for their compensation for the next fiscal year?

General DAVIS. Yes, sir; there is no change.

The CHAIRMAN. You also recommend that this provision be inserted in this connection, which I have referred to, regarding the prisoners undergoing confinement at the military prison. Will you state the necessity for this provision?

General DAVIS. The prison was transferred from the Department of War to the Department of Justice in 1895 under a clause of legislation in the sundry civil bill. The Department of Justice almost immediately found that the buildings were quite inadequate and insecure for the confinement of the kind of prisoners that they sent there—very decided criminals. So they asked for legislation, and obtained it, authorizing them to begin the construction of a new prison on another part of the reservation. The following year a bill was introduced to accomplish that purpose, which provided that when the new penitentiary was occupied by the Department of Justice the prison should be retransferred to the Department of War. In the latter part of January of this year that transfer was made.

The view of the Department has been, and the best legal opinion is, that the sections of the Revised Statutes that are referred to in Chapter VI, Title —, in relation to the military prison there were dormant during the period that the prison was in the hands of the Department of Justice and being used as a United States penitentiary; and that when, in the operation of the transferring legislation, it came back to the War Department the sections that are noted were revived, and the prison could be reoccupied and continued upon that basis. That, I say, is the best legal opinion. The Commission that is engaged in revising the statutes have embodied them in its revision, and they have been accepted by the Committee of the House on the Revision of the Laws. They have received so much legislative recognition as is given by making the appropriation for the expenses of the prison that has been made in the deficiency bill on the recommendation of this Committee.

Now, we can not carry on a prison on a theory, or a view, or an opinion; and if there is any doubt, we would like to have it resolved by enacting so much of legislative recognition as is embodied in the draft which you have just read.

The CHAIRMAN. It is the opinion of the officers, however, and the legal advisers of your Department that these sections that were applicable to the military prison before it was turned over to the Department of Justice are now applicable as the result of its again coming back and being under the Department of War; but there may be some question about it, and inasmuch as it affects the right of the Government to detain people who are committed to this prison, the Department desires to have the matter settled with certainty.

General DAVIS. Something seems to be needed in the way of a statutory declaration. When that prison was broken up, and the

prisoners were confined at military posts, this was the view that commended itself to Congress, as it did to the Department: We were building a number of large military posts, Fort Sheridan, Fort Crook, and Fort Snelling being examples, and it was thought that there was a great deal of work that was done at military posts in the way of keeping the posts and grounds in order and taking care of ashes from steam plants and all that kind of thing that could be done to better advantage by prisoners than to use the labor of troops for that purpose. What was true then is still more true now. The time of the officers and men is fully taken up with military instruction, and at all of these large posts a sufficient number of prisoners is now maintained to do all of the work about a large place like Fort Sheridan, Fort Snelling, or Fort Omaha.

You will notice a clause is inserted there, that the statutes relating to the prisoners shall have application to such other posts as the Secretary of War may designate for the confinement of the same class of offenders. At Governor's Island, for example, we have over 200. At Alcatraz Island, where we receive prisoners coming from the Philippines, we have about 275; and where such considerable numbers are gathered together it is quite desirable that they should be under the same statute that regulates the body of prisoners that is held at the Fort Leavenworth prison.

There is one of the sections particularly that we would like to take up, study, and investigate, and see if we can not do something under it, and that is the one which allows the Secretary of War to put some of these prisoners back with the colors. All of them are dishonorably discharged in pursuance of sentences imposed by courts-martial, and are sentenced to terms of imprisonment of one year or more.

We find that a good many of them are boys that have deserted for one reason or another, usually not a very cogent one, but who realize what they have done, realize the seriousness of the offense that they have committed. As the matter now stands, they are separated from the military service, and they can only enter it again by enlistment, which is forbidden by statute. But one of the sections that governed the old military prison allowed the Secretary of War in a case which commended itself to him, to restore a prisoner to the colors, and let him build up his good name again and earn an honorable discharge. And if you could see the prisoners at any of these places, I think you would be impressed with the wisdom of that. They come in, not knowing all about the requirements of discipline—

The CHAIRMAN. Let me interrupt you right there, and ask you if the incorporation of this provision which you have submitted would enable the Secretary to do that?

General DAVIS. Yes, sir. Applying the rules to the other places would enable him, in meritorious cases, to restore the prisoner to the colors, let him earn an honorable discharge, and live down his bad record.

It is particularly desirable that that section should be given force everywhere. If you will look at the sections of the Revised Statutes, you will see that they authorize the prisoners to be employed, to be taught trades, taught something that would be useful to them when their terms of imprisonment have expired.

Nothing in the way of prison labor has as yet been proposed. In the old prisons we had a number of shops in which they made shoes,



they also made some cheap wooden furniture, they did some work in making field stoves and stovepipe; but we have done nothing yet with a view to giving them instruction in useful trades that would be of service to them when their terms of imprisonment have expired. It is a matter that has to be handled with great tact and care. There is great opposition, as the committee knows, to prison labor; but there are some things that are used in the United States Army that can be made at the prisons without encountering any opposition from any source outside of the prison.

Just what those articles are we don't know exactly; but if any attempts were made to employ them it would be done in such a way as to arouse no opposition from outside of the Department.

The theory that has prevailed in the management of the military prison is that it is not fair for the United States to return these men to civil life any worse than they were when it got them; and so, if by night schools, teaching them to read and write, and within reasonable limits teaching them something in the way of a trade, we will give them instruction that will enable them to get work outside, there is a feeling that we ought to do it.

The CHAIRMAN. Are you now imposing any educational qualifications as a condition precedent to getting into the service?

General DAVIS. Oh, yes; every one must be able to read and write.

The CHAIRMAN. What suggests itself to me is this: You spoke of teaching them to read and write in the prisons, and I was under the impression that you did not accept anybody who can not read and write.

General DAVIS. We give a little night-school work under the chaplain. Probably those who would teach the prisoners would be prisoners themselves. It is usually not difficult to find prisoners that are competent for that kind of work. We believe that we should do whatever we can in the way of upbuilding of character before they are released from the operation of their sentences.

WAR DEPARTMENT,  
Washington, May 2, 1906.

SIR: The United States penitentiary at Fort Leavenworth, Kans., having been vacated by the Department of Justice and the prison having been restored to the War Department in the operation of the act of June 10, 1896 (29 Stat. L., 380), which provides that, "when the United States penitentiary shall be occupied and applied to the purposes contemplated by this act, the buildings and grounds within the said military reservation of Fort Leavenworth that were transferred from the Department of War to the Department of Justice, in accordance with the provisions of the act of Congress approved March second, eighteen hundred and ninety-five, shall be restored to the control of the said Department of War," it has become necessary to define the status of persons undergoing sentences of imprisonment at the military prison and at the several military posts throughout the United States.

With a view to relieve overcrowding in guardhouses at military posts, it has been found necessary to transfer prisoners from a number of such posts to the military prison at Fort Leavenworth.

To enable the Department to fix the status of the prisoners so confined and to secure uniformity in prison discipline at all places in which the sentences imposed by general courts-martial are being carried into execution, it is recommended that the following clause of legislation be embodied in the current act of appropriation for the sundry civil expenses of the Government for the fiscal year ending June 30, 1907:

"And the several provisions of chapter 6, Title XIV, of the Revised Statutes shall apply to prisoners undergoing confinement at said military prison and

at such military posts as may be designated by the Secretary of War from time to time as places for the confinement of offenders against the laws and articles for the government of the Army of the United States."

Very respectfully,

ROBERT SHAW OLIVER,  
*Acting Secretary of War.*

The CHAIRMAN, COMMITTEE ON APPROPRIATIONS,  
*House of Representatives.*

WEDNESDAY, May 2, 1906.

## UNDER THE DEPARTMENT OF JUSTICE.

COURT-HOUSE, WASHINGTON, D. C.

OFFICE OF SUPERINTENDENT UNITED STATES  
CAPITOL BUILDING AND GROUNDS.  
*Washington, D. C., May 4, 1906.*

Hon. JAMES A. TAWNEY,  
*Chairman Committee on Appropriations,  
House of Representatives.*

SIR: In relation to the request made through the Attorney-General for \$5,000 for the annual repairs, court-house, Washington, D. C., for the fiscal year 1907, I beg to say that the principal work to be done out of this appropriation is the painting of the exterior of the entire building, one-half of which is at present unpainted. The estimated cost of this work, including the repairs to the stucco surface which covers the brick walls and repairs of the main cornice of the building is \$3,100.

The general repairs already outlined and requested by the marshal of the United States consists of 20 separate items, involving the installation of several steam mains, the reinstallation of electric-light wires on the roof and sides of the building, the construction of an additional jury room, the renovation and painting of two court rooms, and judges' room, the repair and refurnishing of five judges' benches in the several court rooms, the reconstruction and enlarging of two of the judges' private rooms, and the installation of two new toilet rooms for the offices of the recorder of deeds and the clerk of the court of appeals. These series of repairs is estimated to cost about \$1,800, which, together with the \$3,100 allotted for painting, makes \$4,900. Included in the last series of repairs and incident to the work is the general overhauling of the interior of the building, which will include considerable painting in the corridors and lower basement rooms of the structure. I consider this rather a close estimate on the amount of work to be done, and fear that the average calls, in addition, which I am certain will be asked for, can not be made; but in the absence of more definite information as to these requests, which always come in notwithstanding our carefully arranged programme, these will have to lay over in case of lack of further funds.

### COURT OF CLAIMS BUILDING.

In the matter of the repairs to the Court of Claims building, which has lately come under my jurisdiction so far as the repairs are concerned, the estimate made, namely, \$3,500, is intended to cover the

construction of three judges' private rooms in the very large room on the south side of the building now used as a file room and reference room. This construction includes the formation of the passageway to the rooms, forming of corridor and opening of doorways through the brick walls, and construction of the access corridor, the general renovation of the plumbing on the basement floor, and the construction of new toilet room, including the cost of fixtures. The cost of the construction referred to is made to include the cost of finishing the rooms, such as painting, including plastering and partitions. A small sum—approximately \$700—will be devoted to general repairs in other parts of the building.

I desire in this connection to call attention to the inflammable nature of a considerable part of the building adjacent to the roof and to the roof work itself. If the upper section of the building is ever fireproofed I would then advise the reconstruction of some parts of the interior, on the upper floor especially. This building being originally constructed for use as an art gallery, the disposition of the spaces is not good for the purposes of the court. On this same subject I would earnestly recommend, at the next session of Congress and upon careful estimates to be submitted at that time, an appropriation be made for fireproofing the entire roof section of the court-house not covered by the improvements lately made to the southern section of that building, which included a fireproof roof.

The old roof of the court-house is in very bad condition and within a year must be renewed, having been in service a great many years with the consequent deterioration.

Very respectfully,  
*ELLIOTT WOODS,*  
*Superintendent United States Capitol Building and Grounds.*

**STATEMENT OF COL. CECIL CLAY, GENERAL AGENT, ACCOMPANIED BY MR. O. J. FIELD, CHIEF CLERK; MR. R. V. LA DOW, SPECIAL EXAMINER; MR. J. J. GLOVER, CHIEF OF DIVISION OF ACCOUNTS; MR. E. M. KENNARD, BOOKKEEPER, AND MR. S. W. FINCH, EXAMINER.**

**PENITENTIARY, FORT LEAVENWORTH, KANS.**

(See also p. 1114.)

The CHAIRMAN. Page 287 of the bill. "Penitentiary, Fort Leavenworth, Kans." Your estimate for the fiscal year 1907 for continuing construction is \$10,000 in excess of your current appropriation.

Colonel CLAY. That is for Fort Leavenworth. That is based upon the estimate of the architect of the amount of material and work to be done. We are just beginning the work on the main cell wings. We have erected the two subsidiary cell wings and are putting up the main building.

The CHAIRMAN. Are your present cells filled?

Colonel CLAY. Oh, yes; we have them filled, and we are using other buildings not intended for cell buildings to accommodate the prisoners.

That estimate is considered sufficient to cover everything that can be done during this coming year. We are working 600 men a day, and we had made out there by the prison labor—the committee put

in a provision, which has continued to be put in, that the money be so expended as to give the greatest amount of occupation to prisoners—up to the 1st of September last year 49,000,000 brick, which would have cost, by the consensus of opinion of the architects and of builders, \$17 a thousand, had the brick, the cement, and the work been furnished by a contractor. It has not cost the Government six; so that we have saved some hundreds of thousands of dollars just in that one item, and the work will continue to be done by the prisoners.

The quality of the work was reported on last summer by an expert from the Treasury Department whom the Attorney-General sent out to inspect both the penitentiary at Fort Leavenworth and the one at Atlanta, and after examining everything, particularly the character of material that was furnished, the way in which it was bought, how it was inspected and all, he reported to the Attorney-General that the methods used in purchasing the material by contract and accounting for it and inspecting it and keeping it up to the proper standard were practically those adopted by the Treasury Department itself in the Architect's Office in the construction of Government buildings.

As to the work done, he was perfectly astonished. He said that the work was fully equal to everything that could have been contracted for, and in a good many instances much better. At Fort Leavenworth all the plumbing and the closet fixtures in the different cells, the heating and all other pipes, were installed by the prisoners, and the saving in the amount of expenditure has been something wonderful.

The CHAIRMAN. How many will this penitentiary accommodate when completed?

Colonel CLAY. About 1,600 men.

The CHAIRMAN. It has a limit of \$1,500,000, and you have expended \$1,080,000.

Colonel CLAY. That, when finished, will be worth two million and a half dollars.

Mr. SULLIVAN. How much was the original estimate?

Colonel CLAY. That was before my time.

Mr. LADOW. The representative of the Department who was warden at the time came before the committee and said that it would cost the amount first named. Really he did not know what he was talking about.

Colonel CLAY. I just wish, if it was feasible and practicable, that two or three members of this Appropriation Committee could look at one or both of these penitentiaries. I think you would obtain valuable information.

The CHAIRMAN. You have had appropriated \$1,080,000 to date.

Colonel CLAY. We have already done enough work by the prisoners to amount to that much money. I should say it would cost the appropriation for this year and probably one year more.

The CHAIRMAN. At the same amount?

Colonel CLAY. Yes.

The CHAIRMAN. That would be \$1,580,000.

Colonel CLAY. Yes.

Mr. SMITH. Practically almost a thousand dollars an inmate for its capacity.

Colonel CLAY. That is easily arrived at by division.

Mr. SMITH. Isn't that a very unusual expenditure on a penitentiary?

Colonel CLAY. Well, I don't know about that. I have never gone into the figures of State institutions. Some of the State institutions cost, I take it, a good deal more than that in proportion to the number of inmates. I take it that the institution being erected upon the Hudson River now for the care and reformation of juveniles is going to cost a good deal more than either of these penitentiaries will ever cost. But whatever the penitentiaries cost, either or both of them will represent double the value of the money appropriated.

Mr. SMITH. If they cost more than other penitentiaries, I do not know that the Government makes any gain. I am of the impression that \$1,000 an inmate is an extraordinary price for a penitentiary. Of course I may be in error about that, and I would like to have information whether there was ever a penitentiary erected in this country that cost \$1,000 an inmate.

Colonel CLAY. That I could not reply to at the present time, because I haven't gone into the question. I am perfectly free to say this, and say it without the slightest hesitation, that in proportion to what has been achieved at this penitentiary, it has cost but 50 per cent of what it would have cost had it been built by contract.

Mr. SMITH. Penitentiaries are built in every State in the Union by convict labor. The penitentiary in Iowa was so built. This is no discovery—the building of a penitentiary by convict labor.

Colonel CLAY. No; I don't say it is; but I say it represents an expenditure of only 50 per cent of what it would have cost by contract.

The CHAIRMAN. How did you arrive at the amount necessary for the next fiscal year—\$250,000?

Colonel CLAY. Well, the architects arrived at that by saying that there would be so much required for certain qualities for work. The architects submitted that there would be needed \$25,000 worth of cement and \$5,000 worth of sand and lime. The plastering would cost \$3,000, and the additional boilers, pumps—one-half new work for the accommodation of the penitentiary, all told—would cost \$30,000; enlarging electric plant, \$10,000; copper, glass, and marble, \$10,000; hospital, \$20,000; extension of boiler house, \$8,000; paints, oil, and varnish, \$1,000. The work on the main cell building would cost \$60,000; the storm sewers, \$2,000; for salaries, fuel, and emergencies, \$55,000. That is only an estimate. We don't say that it would be expended necessarily. The architect's salary and expenses would be \$5,000.

"Paving Metropolitan avenue, \$20,000," which is entirely on the penitentiary ground, and which it is absolutely necessary to pave; otherwise the teams can hardly work there in any wet weather. That would be paved with brick made by the prisoners. As I said, that would cost \$20,000. There were several other items which were stricken off, so that the total estimate of \$270,000 was cut down to \$250,000.

Now, I have proposed to cut that down \$25,000 more, making it only \$225,000, because there is sufficient material that was contracted for under this last year's appropriation to run it this year, so that the proposition is to reduce that \$250,000 to \$225,000. But of course whatever is left of that will reduce any appropriation that may be

needed hereafter, if there is any, to complete it. I went out there not long ago for the purpose of going over the ground and to inform the Attorney-General on those points, and we can lop off \$25,000. Personally I haven't any idea that we will spend quite all of that, but it will be put in contracts for material which will run over until next year.

The CHAIRMAN. Have you completed the construction of the warden's residence?

Colonel CLAY. It is practically completed; very nearly. It requires a little finishing to be done, to cost about \$600, but we will not have expended the \$10,000 on it. By spending \$600 for the interior fittings, we will have expended about \$9,000, I should say.

The CHAIRMAN. Why do you recommend the insertion in your estimate of the language, "The purchase of the necessary material therefor, the payment of the salaries of citizen employees, to the superintendent of construction, and to the architects, including traveling expenses?" You will find that on page 287.

Colonel CLAY. I don't know that there is any necessity for its being in there, for the current appropriation in the ordinary terms covers all of those items without inserting it. It has heretofore. Of course, if you appropriate money for the erection of a penitentiary, it is understood, without putting that in, that you are to purchase the necessary material.

The CHAIRMAN. Who put it in? It is presumed to be in there for a purpose, because it is not in the current law. It has not been included heretofore, and we did not know but what possibly it was necessary.

Colonel CLAY. It is a very good thing to have it in there. It simplifies certain things instead of leaving them to be inferred from the general proposition. Of course we want to purchase the necessary material; we want to pay the salaries of a half dozen civil employees.

The CHAIRMAN. Have you had any trouble with the Comptroller of the Treasury in the settlement of your accounts on account of the purchase of necessary material for the construction of this penitentiary and the payment of salaries of citizen employees?

Colonel CLAY. Never, that I am aware of. My recollection is that it was put in there because it had been heretofore in the appropriation, but had been omitted for some reason.

There should be inserted in there, Mr. Chairman, a provision that has always been in each year, and is now asked for, a provision "Shall be so expended as to give the maximum amount of employment to inmates of said institution." That ought to be inserted there.

Mr. SMITH. It is marked here to be stricken out. I was going to ask about that.

The CHAIRMAN. Who made up these estimates?

Colonel CLAY. They were made up while I was away last fall. I don't know who was responsible for drawing up this item, either of them.

The phraseology in the next item, "The purchase of the necessary material and tools therefor, and payment for services of architects and subforemen and citizen employees, as may be necessary to carry out this purpose," I should say might be left in there, certainly without any objection.

The CHAIRMAN. Will it involve any increase of expense?

Colonel CLAY. No; it is simply what we are now getting. Of course there will be stricken out the proviso in respect to the Fort Leavenworth Penitentiary, "*Provided*, That no part of this sum shall be used for the construction of a warden's residence," and so forth, because that has been done.

The CHAIRMAN. How about the deputy warden's residence?

#### EMPLOYMENT OF PENITENTIARY CONVICTS.

Colonel CLAY. Both of them. The deputy warden's residence is completed and occupied, and the warden's residence is completed all but about \$600 worth of interior finishing, and we will have probably a thousand dollars left out of that. There should be inserted after the words "to be available immediately and to remain available until expended" the words "and to be expended so as to give the maximum amount of employment to the inmates of said institution." It has always been in the appropriation items heretofore.

The CHAIRMAN. Then you wish that to apply both as to Fort Leavenworth and to Atlanta?

Colonel CLAY. Yes, sir.

Mr. SMITH. Why not put it in for all three penitentiaries?

Colonel CLAY. That should be done.

#### UNITED STATES PENITENTIARY, ATLANTA, GA.

The CHAIRMAN. Now, your estimate for continuing construction at the United States penitentiary at Atlanta, Ga., for the next fiscal year is \$100,000.

Colonel CLAY. We have already started there a building—the main front cell wing of the penitentiary. That is not quite so large as at Fort Leavenworth; it is 564 feet long. We have already gotten one-half of it up probably 10 feet above ground, and we have very nearly 200 men a day at work, whereas we have 600 at Fort Leavenworth. So we can not use so much money. But we have already contracted for a great deal of stone to put in the building.

The CHAIRMAN. Will you be able to spend \$100,000 during the fiscal year?

Colonel CLAY. I think we will. If we had not the \$40,000 worth of material contracted for during the current year, we might probably have asked a little more than that for the coming year.

The CHAIRMAN. Have you specific estimates for the expenditure of this \$100,000?

Colonel CLAY. We had estimates from the architect, based upon the amount of material to be required. One thing that is consuming money down there also is the completion of the wall around the penitentiary. It is completed at Fort Leavenworth, but at Atlanta it is not, because we have never had enough men to do the work.

That is based upon a detailed estimate—\$16,000 for cement, \$7,000 for red brick, \$14,000 for enameled brick, \$10,000 for steel and iron work, lumber and so forth \$17,000, and for miscellaneous \$26,000, making \$100,000 in all. I went out to St. Louis and went over all of these estimates with the architect. I went to the penitentiary and went over them with the warden and saw the amount of material contracted for and the average number of men that could be worked,

and I concluded that that was a very good estimate. It is less than half we use at Leavenworth, and we have less than half of the men to work.

The CHAIRMAN. How much of the amount appropriated for this fiscal year would carry it over into next year?

Colonel CLAY. We will have about \$40,000 worth of material carried in this way. We have contracted for the material not yet delivered, but it binds that much of the appropriation so as to be not available.

Mr. SMITH. Have plans been completed for all three hospitals?

Colonel CLAY. Oh, yes; plans were completed and approved by the Attorney-General long ago.

Mr. SMITH. You say the estimated cost of the penitentiary at Leavenworth is about \$1,580,000. What is the estimated total cost of the Atlanta penitentiary?

Colonel CLAY. That will not be quite as large. The Atlanta penitentiary is put up under different circumstances, and it will be more in proportion, part of it, because at Leavenworth we had an act passed which turned over the old military prison to the Department of Justice, and prisoners were kept there while building the new penitentiary, so it did not cost as much in proportion for the first part as the one at Atlanta, where we had to build it by contract.

If we had built it by the prisoners, we would have saved about \$200,000; but we had no prisoners to do the work, because we had no place to keep them. The engines, the electric engine room and boilers, electric apparatus, and all the power plant necessary, the kitchen, the dining room, the assembly hall, and the cell wings, and sheds—all sorts of outbuildings—we had to build and install by contract, so as to get an institution fit to run and put the people in.

Mr. SMITH. Will you give me the estimated total cost of the Atlanta penitentiary when completed?

The CHAIRMAN. You have already had \$410,000 appropriated.

Colonel CLAY. We are asking for \$100,000 this year. Well, I suppose it will cost—exclusive of the portion that was built by contract—

The CHAIRMAN. That is, all the money you have had?

Colonel CLAY. It may cost another \$100,000 to build the penitentiary beyond that.

The CHAIRMAN. Do I understand you that this \$410,000 is not, in fact, all you have had—that you had some contract before that?

Colonel CLAY. We built the two subsidiary cell wings and the running parts of the penitentiary, the kitchen, and so on, by contract.

Mr. SMITH. Now, can you give me the estimated cost of the penitentiary complete?

Colonel CLAY. What is now erected cost by contract, by free labor, \$600,000. We would want in addition, then, about \$100,000 for this year. I should say we would want \$100,000 more.

Mr. SMITH. That still does not answer my question. I would like to know what this penitentiary at Atlanta is estimated to cost when completed according to the plans?

Colonel CLAY. I was not general agent at the time the plans were approved by the Attorney-General. That was several years before I was general agent; but the chief clerk, Mr. Field, and the special examiner, Mr. La Dow, tell me that the original estimates at the time



the plans were approved by the Attorney-General were \$600,000 for so much of the penitentiary as would be built by contract. This did not include the main front cell wing and hospital and other necessary buildings, nor did it include the wall inclosing the penitentiary grounds.

Mr. SMITH. You got that \$600,000?

Colonel CLAY. Yes.

Mr. SMITH. What I want to know is the estimated cost above this \$600,000, to complete the penitentiary. We are asked for \$100,000 for 1907. Your idea is that it would cost \$1,200,000, exclusive of the cost of the grounds?

Colonel CLAY. It did not cost the Government for the grounds either at Atlanta or at Leavenworth.

Mr. SMITH. What is the planned capacity that you can maintain upon the present plans now existing?

Colonel CLAY. For 1,300 or 1,400 people. It would be possible, perhaps, to put in as many at Atlanta as at Fort Leavenworth, if the main front cell wing were built. At present it is not so large.

UNITED STATES PENITENTIARY AT M'NEIL ISLAND, WASH.

Mr. SMITH. For the McNeil Island Penitentiary there was no cost for ground either, was there?

Colonel CLAY. That penitentiary came to us in this way: It was built as a jail when Washington was a Territory. When Washington became a State, there was this institution, which the Government tried to turn over to the State of Washington, but which the State would not take. We are running it now as a penitentiary, although it will contain only about 100 people. If this small increase of \$6,000 is allowed it will enable us to build an additional cell wing to accommodate 100 prisoners. We are not building it in the elaborate way in which those other penitentiaries are built. Then we will have accommodation for 200 prisoners, and it will avoid the necessity of building the third United States penitentiary, which was provided for by the act of 1891.

One of them, you know, was to be built west of the Rocky Mountains. There will not be enough prisoners west of the Rocky Mountains to call for a large penitentiary like that at Atlanta and that at Leavenworth for some years, and with this building improved as we wish we will be able to accommodate the Alaska prisoners and those from other districts tributary to it.

Mr. SMITH. You had an old Territorial jail there to start with, without paying for it?

Colonel CLAY. Yes.

Mr. SMITH. Have you had any money except this \$30,000 for that institution?

Colonel CLAY. No, sir; it is paid for out of the support of prisoners. It is run by the United States marshal. During the past we have expended in improvements about \$30,000.

Mr. SMITH. How much have you expended of this \$30,000?

Colonel CLAY. All but something over \$24,000.

Mr. SMITH. You do not mean to include that in the \$30,000, do you, so that you have expended about \$54,000 altogether?

Colonel CLAY. No, sir; about \$30,000 heretofore. We have not

expended this \$30,000 to add to the balance of which we are asking for \$6,000 additional.

Mr. SMITH. How much have you actually expended there, in order to make it plain?

Colonel CLAY. About \$30,000.

Mr. SMITH. Now, then, I ask you how much you had expended out of that \$30,000 referred to in this first item?

Colonel CLAY. We have about \$24,000 of that left.

Mr. SMITH. Did you mean to include what has already been expended out of this \$30,000?

Colonel CLAY. No. You understand there was an appropriation made several years ago of \$30,000, which we have continued from year to year without using it except for the purchase of ground and brick lots, and of which there is a balance of \$24,000.

Mr. SMITH. Have you any plans adopted, except for this one additional cell house?

Colonel CLAY. That we propose to build by getting \$6,000 to add to the balance of this \$30,000, now about \$24,000. The \$30,000 was not quite enough. Two or three different sets of plans had to be prepared. We could not get it for that amount. We bought the land for the brick plant, and by utilizing the prisoners we make the bricks. We ask this \$6,000 to enable us to get the building put up and provide the brick-making apparatus and machinery for making the brick. Then we can utilize the prisoners and put up this additional building. That is an economically managed place.

I want to suggest the insertion in this paragraph of the words, just as we have at both of the other penitentiaries, "and the prisoners may be employed in the manufacture of articles and the production of supplies for said penitentiary and for the Government."

#### UNITED STATES PENITENTIARIES AT ATLANTA AND FORT LEAVENWORTH.

The CHAIRMAN. You stated a moment ago that the Leavenworth prison, costing about \$1,600,000, is worth 50 per cent more because of its having been constructed by prison inmates?

Colonel CLAY. Yes; more than 50 per cent more.

The CHAIRMAN. I understood you to say that the Atlanta prison was constructed largely under contract?

Colonel CLAY. It was constructed under contract.

Mr. SMITH. And that the capacity of the Atlanta prison will be almost equal to that of the penitentiary at Leavenworth?

Colonel CLAY. I said it is 1,200 or 1,300.

The CHAIRMAN. It will cost less than the Leavenworth prison because of the putting up of this main front cell wing.

Colonel CLAY. The main front cell wing contains 800 cells, and the main front cell wing at Leavenworth will contain more than 1,000 cells.

The CHAIRMAN. Is the difference accounted for by the difference in the character of material?

Colonel CLAY. The difference is accounted for in the difference in the kinds of institution. The institution at Leavenworth is a better and somewhat differently constructed institution than that at Atlanta. At Atlanta there was such a small amount of money available that things had to be crowded together. If we were to build

another one by prison labor we would not dream of putting it up that way.

The Fort Leavenworth institution has its dining room at one place and its assembly room, to be used as a chapel on Sundays, in another place, and has things set out in an orderly and decent manner, whereas at Atlanta you have to have the assembly room on the second floor above your dining room, and your hospital room is above that. At Leavenworth we have provision made for an exterior hospital, and have finished already a tuberculosis hospital to keep the tuberculosis patients by themselves. The character of the work done at Fort Leavenworth and the difference in the plans would account for a considerable difference in the cost.

#### NUMBER OF PRISONERS IN UNITED STATES PENITENTIARIES.

The CHAIRMAN. I would like to ask you a question. What is the total number of prisoners in all three of these prisons?

Colonel CLAY. There are now 1,057 in Leavenworth. I think the last report—we get reports from Atlanta every week—the last report from Atlanta, April 28, was 514, and I think there are about 100 at McNeil Island.

#### DEFENDING SUITS IN CLAIMS AGAINST THE UNITED STATES.

#### STATEMENT OF MR. JOSIAH A. VAN ORSDEL, ASSISTANT ATTORNEY-GENERAL.

The CHAIRMAN. For defraying the necessary expenses, including salaries and necessary employees in Washington, incurred in the examination of witnesses and procuring of evidence and so forth, I see your estimate for the next fiscal year is \$55,000, which is the amount of your current appropriation.

Mr. VAN ORSDEL. We are not asking for any increase, but we can not have it diminished and continue good administration.

The CHAIRMAN. Will you spend the full amount of the present appropriation during the fiscal year?

Mr. VAN ORSDEL. I have been in office since the 1st of February only, but I have adopted a system of calling for a statement or account the 10th of every month to see how it is running. I called to-day, earlier, in order to get the statement, and the remaining two months of the fiscal year will just about pro rate for the twelve months. There is between \$10,000 and \$11,000 left for the remaining two months. If the committee desires, I will state briefly how this money is expended.

The CHAIRMAN. Very well.

Mr. VAN ORSDEL. There are assigned to the defense of cases before the Court of Claims seven regular assistant attorneys who are paid out of other appropriations than this, and there are in addition seven others, known as special attorneys.

Mr. SULLIVAN. These others that you are about to enumerate are paid out of this appropriation?

Mr. VAN ORSDEL. They are paid out of this appropriation. These are special assistant attorneys who are simply hired. John V. Trainer is paid \$3,500. He is assigned especially to the defense of the French

spoliation claims. The remaining special attorneys are John G. Thompson, at a salary of \$3,300. Philip M. Ashford is paid \$3,000. Frederick De C. Faust, \$2,500. Malcolm A. Coles, \$2,500, and Franklin W. Collins is paid \$250 per month.

Mr. SULLIVAN. Is he employed throughout the year?

Mr. VAN ORSDEL. Yes, sir; he is employed regularly. Charles C. Binney, when employed, is paid \$10 per day.

The Attorney-General directed me to dispense with his services with the exception of a few cases which he will close in a short time. But I may state that in dispensing with his services we also dispensed with an attorney here, Mr. Brandenburg, who had also been connected with the Department and only employed in special work. So, taking these two out, we may later have to employ another attorney regularly in the Department.

The CHAIRMAN. Who appoints these men?

Mr. VAN ORSDEL. They are appointed by the Attorney-General.

Mr. SULLIVAN. Was Mr. Brandenburg the \$250 a month man?

Mr. VAN ORSDEL. No; that is Mr. Collins.

Mr. SULLIVAN. What was his salary?

Mr. VAN ORSDEL. Mr. Brandenburg was not on the list, but was paid only for service rendered.

Now, we have four special attorneys hired in the field taking testimony. They are paid at the rate of \$10 per day and expenses.

Mr. SULLIVAN. Does that include subsistence?

Mr. VAN ORSDEL. Yes, sir; includes subsistence. Three of those men give a large part of their time; one of them, Mr. Hurt, is only employed when occasion requires.

Mr. SULLIVAN. Do any of these men take testimony abroad?

Mr. VAN ORSDEL. No; they are assigned to take testimony principally in war-claim cases that are referred by Congress to the Court of Claims, and they are so located that each one works his own division of country to save traveling expenses as much as possible. Those southern war claims are requiring a great deal of expense in getting the testimony.

Now, I will say that in the general jurisdiction cases that come before the court, of which there are filed an average of over 1,500 a year, ranging from several millions of dollars down to probably ten dollars or less, we usually have the attorney in charge of the case in the Court of Claims go and take the testimony. We get better results and I find it is more economical than to keep a man in the field at \$10 a day and expenses. For instance, I expect to start a man on the 25th of this month to the West.

He will start in at St. Louis, go by way of Kansas City and Galveston, and wind up at Seattle, Wash., taking testimony in several large cases. They are general jurisdiction cases, and of course those are cases that have to be contested very closely because the judgment of the Court of Claims is final, unless appealed from.

Mr. TAYLOR. How does he take it? Does he have to have commissioners appointed?

Mr. VAN ORSDEL. Local commissioners appointed in some instances and others by officers authorized to act.

Mr. TAYLOR. And he has oral examination instead of examination by interrogatories?

Mr. VAN ORSDEL. All testimony is taken by deposition.

Mr. TAYLOR. But it is oral examination instead of written interrogatories?

Mr. VAN ORSDEL. Yes, sir.

Mr. TAYLOR. There would be no need for your attorney to go there if you had written interrogatories?

Mr. VAN ORSDEL. No; but it is an unsatisfactory way to take testimony in one of those cases—that is, by written interrogatories.

Mr. TAYLOR. I can readily see that.

Mr. VAN ORSDEL. There was a case in Cuba, at Santiago, during the siege down there, or after the capture of Santiago. The United States authorities impressed into service two vessels and a dock belonging to Cubans, and the attorney for the claimant submitted interrogatories. I could readily see that we could not cross-examine witnesses on a case of that kind, involving two or three hundred thousand dollars, while sitting in our office here, so I sent one of my assistants to Cuba to investigate the case and cross-examine the witnesses.

I simply give that as an example of the importance of having a man familiar with the case present. Of course in small cases we sometimes call upon the United States attorney or someone in the locality to represent the Government, and he is paid at the rate of \$10 a day. The United States attorney is only paid his expenses; but if we employ another attorney we pay him \$10 a day for the time consumed in taking testimony.

Mr. SULLIVAN. Did anyone accompany this special attorney to Cuba?

Mr. VAN ORSDEL. No, sir.

Mr. SULLIVAN. He did not have a force of stenographers and typewriters with him?

Mr. VAN ORSDEL. No one at all.

Mr. SULLIVAN. Was the testimony taken in English or Spanish?

Mr. VAN ORSDEL. No, in English.

Mr. SULLIVAN. All of the witnesses spoke English?

Mr. VAN ORSDEL. I believe they had to use an interpreter for all the witnesses. A local interpreter was found.

Mr. SULLIVAN. The answers were taken down in English?

Mr. VAN ORSDEL. Yes, sir.

Mr. SULLIVAN. And written out in English?

Mr. VAN ORSDEL. Yes.

Mr. SULLIVAN. This was one of your regular men?

Mr. VAN ORSDEL. This was Mr. Collins, one of our special assistant attorneys.

Mr. SULLIVAN. Is he a \$3,000 man?

Mr. VAN ORSDEL. He is paid \$250 per month.

Mr. SULLIVAN. Who took the testimony in that case? Was there a commissioner to take it?

Mr. VAN ORSDEL. It was taken before the United States consul at Santiago.

Mr. SULLIVAN. A resident commissioner?

Mr. VAN ORSDEL. No; the consul.

Mr. SULLIVAN. Appointed by one of the courts in Cuba?

Mr. VAN ORSDEL. No; selected by stipulation of parties.

Mr. SULLIVAN. They did not give a man a commission and send him over there to take it?

Mr. VAN ORSDEL. No; we never do that. I will state in that connection that in a good many of these cases we watch for an opportunity, and frequently catch witnesses here in Washington. If we do, we take the deposition. We have one of our stenographers in the office before whom depositions can be taken, and if we want to take a deposition we can do it with little expense. In this connection sometimes it is less expensive for the Government to bring a witness here than it would be to send an assistant attorney out; and we do that where it can be done with less expense.

Mr. SULLIVAN. That matter of procedure is the usual one?

Mr. VAN ORSDEL. Yes, sir.

Mr. SULLIVAN. I mean as to taking testimony out of the United States. Did you have in mind in the conduct of those proceedings the possibilities of the witnesses lying?

Mr. VAN ORSDEL. Oh, yes; we always have that in mind.

Mr. SULLIVAN. What did you have in mind as a means of punishment for perjury?

Mr. VAN ORSDEL. Well, I hadn't thought of that.

Mr. SULLIVAN. Is there any way to punish them if they do commit perjury in one of those cases in testifying before a commissioner in Cuba?

Mr. VAN ORSDEL. I should say no. Of course we have to try these cases just as carefully as we can, and in those cases, as showing the importance of having an attorney on the ground, we fortunately drew out of one of the claimants the fact that the last cargo that those vessels brought into Santiago before the siege was supplies for the Spanish army, and that in our view practically settles the case.

Mr. SULLIVAN. I suppose you are aware of the fact that the Spanish Treaty Claims Commission, in taking testimony in Cuba, proceed in a manner somewhat different from yours.

Mr. VAN ORSDEL. I don't know as to their procedure.

The CHAIRMAN. Are these three men investigating war claims in the South per diem men?

Mr. VAN ORSDEL. Ten dollars per day, yes; and sometimes we don't have work for them to do, so they are only paid when working.

The CHAIRMAN. Is all of this appropriation of \$50,000 expended for salaries?

Mr. VAN ORSDEL. Oh, no. It is expended, as I say, a great deal of it, in expenses.

The CHAIRMAN. Traveling expenses?

Mr. VAN ORSDEL. Traveling expenses in sending men out to take testimony.

The CHAIRMAN. Do you have to subpoena witnesses occasionally?

Mr. VAN ORSDEL. We have to subpoena witnesses sometimes, but usually we can get along without that.

The CHAIRMAN. Do you pay your witnesses regular witness fees in the State in which they are examined?

Mr. VAN ORSDEL. We pay in all cases \$1.50 per day.

The CHAIRMAN. Then, part of this is for witness fees, too?

Mr. VAN ORSDEL. Yes.

The CHAIRMAN. The total expenses of defending claims is not shown by this appropriation of \$50,000?

Mr. VAN ORSDEL. Oh, no.

The CHAIRMAN. You have some seven or eight other attorneys employed and paid out of other funds?

Mr. VAN ORSDEL. Yes; and there is a printing fund for the printing of records and things of that kind, which is covered from this fund.

The CHAIRMAN. I find in the list of attorneys that you have a pay roll of \$17,800 outside of this appropriation, which does not include the per-diem compensation of these two special attorneys—the \$10-a-day men—does it?

Mr. VAN ORSDEL. Which we have dispensed with.

The CHAIRMAN. In addition to that you say there is a printing fund?

Mr. VAN ORSDEL. Yes, sir; there is a printing fund. That is a different fund.

Mr. FIELD. I will explain that the printing of books in the Court of Claims is paid from the Department contingent fund for printing.

The CHAIRMAN. Can you give us the amount of it?

Mr. FIELD. I have never figured just what it is for the Court of Claims.

The CHAIRMAN. What I am trying to get at is the total cost of the administration of this branch of the service—namely, the defense of cases before the Court of Claims.

Mr. FIELD. Offhand I should say the printing of briefs in the Court of Claims would run somewhere from \$3,000 to \$5,000 a year—something like that.

The CHAIRMAN. Is there any way you could find out.

Mr. FIELD. I could get it from the books.

The CHAIRMAN. Can you get all of these items of expense in addition to this appropriation, so that the committee can ascertain the total cost of administration of defense in the Court of Claims?

Mr. FIELD. Of course the printing is paid from the contingent fund, the same as the typewriting.

The CHAIRMAN. Roughly, then, a general idea of the cost of it.

Mr. VAN ORSDEL. I would state in addition to these attorneys I have mentioned we have one chief clerk at \$1,600 a year, one stenographer at \$91.66 per month—\$1,100 per year—another one at \$91.66, three stenographers at \$75 a month each, and one at \$65 per month. One copyist at \$75 per month and two copyists at \$50 per month. Also three messengers, two at \$60 per month and one at \$50 per month. That is a complete list of the officers who are paid from this fund.

The CHAIRMAN. You have enumerated all of the employees connected with the business of the Court of Claims excepting the judges, have you?

Mr. VAN ORSDEL. Oh, no.

The CHAIRMAN. What others are there?

Mr. VAN ORSDEL. The clerk, assistant clerk, and all of the court officers.

The CHAIRMAN. And the judges?

Mr. VAN ORSDEL. And the judges are paid out of a different fund. This is simply the force connected with the defense of cases.

The CHAIRMAN. Well, the only other item in connection with this would be the judges and the clerks and the court officers, and the cost of keeping the court room.

Mr. VAN ORSDEL. The Court of Claims proper, the general contingent.

Mr. SULLIVAN. You say you have 1,500 cases filed each year of general jurisdiction?

Mr. VAN ORSDEL. Yes, sir.

Mr. SULLIVAN. You have in addition what are called "letter carriers' cases."

Mr. VAN ORSDEL. They are general jurisdiction cases.

Mr. SULLIVAN. They are included in the designation?

Mr. VAN ORSDEL. Yes. I should state in connection with these general jurisdiction cases that in giving that estimate of 1,500, that comprises but one letter-carrier case. The balance are all subcases under that, amounting to several thousand, but adjudication of one case settles the others, excepting as to the matter of figuring and passing through the hands of the auditor. We have an auditor at the Court of Claims who passes on that class of cases.

Mr. SULLIVAN. These letter-carrier cases are cases that call for considerable time, do they not?

Mr. VAN ORSDEL. Not after one is settled, then the matter is merely a matter of computation, largely, in the Department. Of course there has to be some evidence taken in each case. I expect to send a man to Chicago this summer who will probably spend two months there taking care of the letter-carrier cases in the city of Chicago.

Mr. SULLIVAN. You don't employ any secret-service men?

Mr. VAN ORSDEL. Not any. We have no force of that kind whatever.

Mr. SULLIVAN. You have also the French Spoliation Claims?

Mr. VAN ORSDEL. Yes, sir.

Mr. SULLIVAN. You frequently find them cases of great difficulty. don't you?

Mr. VAN ORSDEL. Those are rather difficult cases. We have one man, a very competent man, who is assigned to that work entirely.

Mr. SULLIVAN. Is the Court of Claims up with its work?

Mr. VAN ORSDEL. I think there are about 15,000 cases on the docket.

Mr. SULLIVAN. That does not mean that they are 15,000 cases behind?

Mr. VAN ORSDEL. No.

Mr. SULLIVAN. Isn't it a fact that the court is practically up with its work in those cases that it is practically ready to decide—the cases which are up to it for decision in which the attorneys on both sides are ready for trial?

Mr. VAN ORSDEL. We can push the court to the limit all the time. We push it to the limit. When I speak of 15,000 cases, I would say that there are probably 5,000 of those cases that will, in the general run of business, never come to trial at all, that will ultimately be dismissed for lack of prosecution.

Mr. SULLIVAN. Parties are not urging them forward?

Mr. VAN ORSDEL. They simply find after they get the case filed that they can not make a case, and drop it; they never complete it. There is a rule of court that after two years, if a claimant fails to close his evidence, then it is subject to dismissal, and we try to adhere as closely as possible to that rule. For instance, next Monday we have a list of some 300 or 400 cases on the calendar for dismissal under that rule.



Since the above evidence was given, Mr. Van Orsdel has submitted the following statement:

*Statement of business transacted before the Court of Claims from July 1, 1904, to April 20, 1906.*

Number of cases filed under the general jurisdiction of the court	3, 426
Amount claimed in them, as far as can be ascertained from the petitions -----	\$13, 035, 572. 50
In addition to the above there have also been filed a large number of cases, known as class cases, filed under one docket number. The petitions in each individual case will be filed under subnumbers in the name of the individual claimant.	
The amount involved in these cases is very large, but can not be stated even approximately.	
Number of cases referred by Congress to the Court of Claims during this period under the act of March 3, 1883, known as the Bowman Act, and the act of March 3, 1887, known as the Tucker Act, for advisory findings of fact.-----	607
Amount claimed in them -----	\$3, 663, 965. 98
Under these references from Congress there are also certain class cases involving large amounts of money, which can not be approximated at this time.	
Number of cases referred to the Court of Claims by Executive Departments during the above period.-----	4
Amount claimed in them.-----	\$64, 298. 57
In the above four cases the court is asked to pass upon certain disputed questions of law or fact.	
Number of general jurisdiction cases disposed of during the above period.-----	2, 781
Amount claimed in them.-----	\$37, 249, 304. 44
In these cases judgments were rendered for claimants in the total amount of.-----	\$2, 012, 686. 14
Number of cases acted upon by the court.-----	596
Amount claimed in them -----	\$3, 230, 518. 97
Judgments favorable to claimants in the sum of -----	\$747, 222. 41
Total number of cases disposed of by this branch of the Department of Justice having charge of the business in the Court of Claims -----	3, 379
Total amount claimed in these cases.-----	\$40, 479, 823. 41
Judgments for the United States in the sum of.-----	\$37, 720, 214. 86
Judgments recovered in favor of claimants and against the United States amounted to.-----	\$2, 759, 908. 55

The above statement does not include the disposition of Indian depredation cases or French spoliation claims. The Indian depredation claims are handled by a different division of the Department of Justice, and the French spoliation claims are in charge of an assistant attorney under the direction of this division.

#### PROSECUTION OF CRIMES.

The CHAIRMAN. The next item is for "Prosecution of crimes: For the detection and prosecution of crimes against the United States, preliminary to indictment." Your estimate is \$20,000 in excess of the current appropriation.

Colonel CLAY. Yes. That would look like a rather curious thing to do in view of the fact that we will have a \$10,000 balance to turn into the Treasury this year out of our \$45,000 received under that item for 1906, but I can explain how that comes.

The CHAIRMAN. We would like to have that explanation.

Colonel CLAY. I was made general agent of the Department on the

10th of October, 1903. We had then a force consisting of the general agent—myself—one special examiner, Mr. La Dow, and seven examiners. Of course it took me some little time to become acquainted with the office and the running of it. I found that the force of examiners was utterly insufficient to make examinations of offices and court officials as often as they should be made, because they should not be made less than once in two years. Even in the perfunctory way in which they were being made we required more force, because it did not take long to convince me that in the way they were being made they amounted to very little.

So over a year ago I had several interviews and consultations with the Attorney-General about it, and I told him I was formulating the and putting into operation a different method of making examinations, so that they would really produce something and show us something, and I showed him that there are 1,692 officials to be investigated. There are 88 attorneys, 132 assistant attorneys, 88 marshals, 651 deputy marshals, and 263 clerks of courts. There are also 470 United States Commissioners, many of whose accounts are large enough to make it worth while to examine them.

It is utterly impossible for seven men to go all over the United States and examine the offices of these people in five years. An examination of the accounts of a deputy marshal, for instance, might show that the accounts were very well kept, that every item had a voucher, and all that. That might look straight, but what kind of a voucher would be the question.

One examination in a district may result in saving the Government ten times the amount of the appropriation. Here are clerks of courts who have in their hands probably \$10,000,000 or \$15,000,000 in the course of a year from private litigants. The examination of one clerk in Oklahoma a few months ago resulted in our getting \$38,000 for the Government and for the persons to whom it was due. In one investigation that was the result. I am free to say that if all the clerks of United States courts were to go out of office to-day, I think that possibly 50 per cent of them would be found owing money to the Government or to private litigants.

Mr. TAYLOR. You say 50 per cent of the clerks?

Colonel CLAY. What do you think about that, Mr. Glover?

Mr. GLOVER. Yes, and no. Of course there is a large amount of money in every clerk's hands—deposits on accounts of fees and costs and marshals' fees and costs. The accounting division is trying to keep track of marshals' fees under the law, and still there is a large amount of money in the hands of every clerk, as you gentlemen who are lawyers know—costs and fees, and so on.

The CHAIRMAN. You say this increase is occasioned or made necessary by reason of the increased force of inspectors?

Colonel CLAY. Yes. I told the Attorney-General that I had looked into this matter and found it impossible for seven examiners to begin to examine the districts over the country even in the way they were being examined—in a perfunctory way—in four or five years, and that they ought not to be examined less than once in two years, and that if they were properly examined it would save the Government hundreds of thousands of dollars.

I instanced cases to him where examinations produced great savings. For example, some years ago out in Oklahoma it showed

what could be done when we got onto the thing. The expenses there were \$375,000 a year, and one of our examiners went into that matter, and the expenses were reduced in consequence so that they were eventually cut down to \$97,000 a year. By having the examinations kept up they were gradually reduced year by year until, as I say, they have got down to \$97,000.

Now, in the last three years that we have not been onto them they have gone up a little. Suppose we had just let the thing stand and had paid no attention to it; it would have gone right on. Three hundred and seventy-five thousand dollars was spent annually until 1895.

An examination of one of our clerk's offices in Oklahoma last year produced \$38,000. Examinations in North Dakota saved \$60,000. Sixty-two thousand dollars was saved in Nebraska. The examination of a marshal's office in Montana resulted in the saving of \$11,000. In the northern district of Alabama our examinations saved \$72,000, and in the middle district of Alabama \$46,000, and the southern district \$15,000 or \$16,000; and since we started our new method of making examinations we have had dear knows how many deputy marshals dismissed and a number of them indicted, and considerable sums cut out of their accounts, so as to save the Government that much money.

The Attorney-General said, "We will let it run for a year and see how it works. If it is going to work out, all right; very good."

While I was away last fall he himself put into the estimates for the appropriation bill this item for \$20,000 increase. I did not know anything about it until I came back. I said to him yesterday, "While I was away you put in this \$20,000, and I will endeavor to make it good with the committee and will explain why it should be done." I said, "I think I can make a showing as to the amount we can save."

If you will examine every district not less than once every two years you will keep the officials in such a condition that they are not likely to indulge in very much attempted fraud. While you may not show a lot of money recovered, yet you do not know what damage might have been done to the Government if these people had not been examined and had been allowed to go on in their career.

The CHAIRMAN. I want to ask you how many inspectors have you now? How many agents have you at the present time?

Colonel CLAY. We have a general agent, myself; a special examiner, Mr. La Dow, and seven examiners.

The CHAIRMAN. How long have you had those in the service?

Colonel CLAY. For a number of years that has been the number.

The CHAIRMAN. So under your present system you are able to make more frequent examinations than before?

Colonel CLAY. No, sir; we are not able to make nearly as frequent examinations as we would like.

The CHAIRMAN. To what extent do you propose to increase the number of examiners if this appropriation is made at the figure estimated here, \$65,000?

Colonel CLAY. We propose to make it more than double. We will differentiate in the compensation between these examiners.

The CHAIRMAN. What salaries do you propose to give them?

Colonel CLAY. We can get practically competent examiners to

examine deputy marshals' offices for \$1,200 or \$1,500 a year. You can examine a deputy marshal's office and get on to his frauds, and so on, through men who are without the capacity to examine a United States attorney's office. And it is up to the attorney to save money to the Government by so conducting the business that he will not have his witnesses summoned in a case three or four times. In a recent case down in Georgia one of our examiners went down there, and he reported as to a United States commissioner and two or three deputy marshals. For a year and a half we tried to get the United States attorney there to try the people who had been accused in that case. On one occasion we wrote to him to know why this case had not been brought up at the November term of court. He had forgotten it.

He had the witnesses summoned four times before that case came up, and when the case did come up, although he had been told a year before by the examiner that his indictment was no good and would not hold water—when the case came up the defense put in a demurrer and the indictment did not hold good. If you put a man to examine an attorney's office you want a man of sufficient wit and brains to know the law, and men of that class would require \$2,500 a year. A man to investigate the conduct of a judge or a United States attorney or marshal—things requiring tact and discretion and brains—would require that amount of salary.

The CHAIRMAN. How much of the current appropriation are you paying out for salaries?

Colonel CLAY. We pay \$25,000, I think.

The CHAIRMAN. The item reads, "For the detection and prosecution of crimes against the United States, preliminary to indictment." That is expended only for that, or is it for the examination of official acts, records, and accounts of marshals, attorneys, clerks, United States courts, and United States commissioners?

Colonel CLAY. It is for the investigation of official acts, records, accounts of marshals, attorneys, clerks of the United States courts and United States commissioners; inspection of United States courts and inspection of United States prisoners and prisons. We have not alone our United States penitentiaries to look after, but we have prisoners in 69 State institutions and in I do not know how many jails throughout the country. There are 815 Federal and county jails in the United States in which we have prisoners confined. There were approximately in the last fiscal year 2,600 and odd prisoners confined in the three Federal penitentiaries, and in the 69 State institutions there were over 2,700; and when you come to short-term people, 60 days or more in jail all over the country, there were 18,000 of them confined in these State jails and in jails in the Indian Territory.

Now, a lot of money can be saved to the Government by having two or three inspectors to go around among these jails and State institutions and inspect them. Heretofore the only officer we had to inspect such places was our special examiner, Mr. La Dow, our prison expert. He could not examine all these institutions in a year and attend to his other work. Now, under this appropriation we propose to have one or two men to go around and examine each of the State jails where there are more than one prisoner confined, because we want to insure the keeping of the Federal prisoners in safe and sanitary condition. You want to see that they are properly fed. You

want to prevent their employment on contract labor, which is in violation of the law, you know. You want to investigate complaints as to cruel treatment of prisoners, and you want to regulate the cost of their subsistence and clothing and doctors' bills. That last is a thing we have to guard against all the time. The jailors put in an account, say, for \$50 or \$75 for doctors' bills for attending on this or that prisoner, and we cut it down to \$25.

Mr. SMITH. There is no way, as I understand it, of distinguishing under this head how much is expended for the detection and prosecution of crimes against the United States and how much is expended for the other matters covered by this head?

Colonel CLAY. No; we could not undertake to tell that.

Mr. SMITH. As a matter of fact, is not very much the greater part of this work confined to investigations?

Colonel CLAY. The two run in together, because when you are investigating the official acts you are really investigating crimes, because the result of your investigation may be that you have discovered fraudulent items. For instance, in the case of a deputy marshal's accounts—we indicted one out in Missouri a short time ago. The only thing the matter with him was that in his last three-quarters accounts every item for guard hire he put in was a fraudulent one. When he had an item for \$16, \$12, \$20, or the like for guard hire it proved to be fraudulent.

Mr. SMITH. Very few of the cases are prosecuted under this item, are they not?

Colonel CLAY. Under the item of prosecution of crimes? It is a crime to defraud the Government.

Mr. SMITH. I ask you if there are many or few prosecutions under this item?

Colonel CLAY. There are a good many prosecutions.

Mr. SMITH. The majority of offenses against the Federal Government are not prosecuted under this law?

Colonel CLAY. Of course not. They do not wait before they undertake to prosecute crimes for this Department to furnish them the evidence.

Mr. SMITH. You dropped a remark a moment ago about investigating judges. You meant Territorial judges? You do not assume to investigate Federal judges, do you?

Colonel CLAY. Oh, no; Territorial judges may be investigated.

Mr. SMITH. You do not mean to investigate judges except those removable by the President?

Colonel CLAY. No.

Mr. SMITH. You said you had prisoners in 69 State prisons. That is exclusive of the jail prisoners in the States?

Colonel CLAY. Yes.

#### COST OF MAINTENANCE OF UNITED STATES PRISONERS.

Mr. SMITH. Do you know what the average cost to the Government of the United States is per month or per day for these prisoners?

Colonel CLAY. About 40 cents a day.

Mr. SMITH. It costs overwhelmingly more than that to support them in the Federal penitentiaries, according to your estimate, does it not?

Colonel CLAY. No, sir; it costs 46 cents, the gross cost.

Mr. SMITH. Your appropriation for Atlanta is \$136,000, for officers and maintenance and attendants outside of construction, is it not? You said you had four hundred and how many prisoners there?

Colonel CLAY. We have 514 at last accounts. We have had as many as 548.

Mr. SMITH. What is your average number at the Atlanta penitentiary during the year?

Mr. LA DOW. Four hundred and twenty-seven. That was for the fiscal year 1905 when we got up our data.

Mr. SMITH. That is practically \$300 apiece for keeping prisoners at our own penitentiary. That you do by eliminating all the cost of administration in the penitentiary. You ask for \$136,000 to run that penitentiary this year.

The CHAIRMAN. That was for the number in 1905.

Mr. SMITH. If you only charge the subsistence and do not charge the officers' salaries—

Colonel CLAY. Subsistence costs about 10 or 11 cents a day.

Mr. SMITH. What appropriation for subsistence did you get for 1905 for the Atlanta penitentiary? That is the year I understand you have given me the figures for—427.

Colonel CLAY. It costs 64.7 cents a day.

Mr. SMITH. I beg pardon; I will make my own figures if you will allow me. What was your appropriation for the year when you had 427 people? That is the question I asked you.

Colonel CLAY. That was the way we arrived at 64.7 cents.

Mr. SMITH. What I want to get at is what items you excluded.

The CHAIRMAN. That is on page 314.

Colonel CLAY. If we excluded any of the items it was not done intentionally.

Mr. SMITH. You received at one time at the Atlanta institution the sum of \$134,480. That is for 1905, for the support of 427 prisoners on the average. That is not 60 cents a day, or anything of the kind. It is practically \$300 a year, or very close to it.

Mr. LA DOW. The only way that could be explained is there must have been a balance turned into the Treasury.

Mr. SMITH. Do you say there was any considerable balance turned in?

Mr. LA DOW. I did not say that. We have not looked that question up.

Mr. SMITH. You have asked for \$136,000 this year for the same purpose.

Mr. LA DOW. We do not know how many prisoners we may have to care for at any one time in our Federal penitentiaries. We may have at any time an additional fifty or one hundred men. It is expected when the institution is completed to transfer other prisoners from State institutions to the Atlanta institution; then we will be able to accommodate a much larger number than are there at present.

Mr. SMITH. To what extent does your average attendance this year exceed the attendance last year? How much have you added to your estimate as an increase over 1905?

Mr. LA DOW. We have asked this year \$146,720. That is \$10,543 more than last year.

Mr. SMITH. That is on the assumption that you expended all you asked for last year?

Colonel CLAY. No. Whatever might have been left from last year could not be used this year.

Mr. SMITH. I ask you how much you estimate for this year as an increase over last year. I am asking you how much you have allowed for an increase above the average of 427.

Mr. LA DOW. We can not tell. We do not know.

Mr. SMITH. You know how much you have estimated for?

Colonel CLAY. The increases that are put into this bill, Mr. Smith—

Mr. SMITH. I am asking you how much you have put into your estimate for the increase over the present number in the penitentiary.

Colonel CLAY. The answer I was about to make will explain it. The increases in the estimate this year are increases in salaries of different officers, and so on, and they are not based upon the number of prisoners or their cost.

Mr. SMITH. Do you make your estimate on the prisoners or their cost?

Colonel CLAY. We made our estimate just as it was last year, with the addition of certain items for the improvement of the service in certain ways.

Mr. SMITH. How many prisoners do you estimate to take care of with the money you ask for?

Colonel CLAY. Just as many as may be sent to the penitentiary. There may be 525, or there may be 450. We are proposing to send a number more prisoners there now, because the number is badly needed. There is not a sufficient number of men there now to do the work of building the penitentiary. I suppose we will have from 450 to 500 prisoners there. What I was trying to explain to you was that the items of increase in these estimates are not those items which are to be affected by the number of prisoners.

Mr. SMITH. I think we had better put them all into the State penitentiaries if it costs as much as it seems to do in these Federal penitentiaries.

Mr. LA DOW. It is impossible to figure out and conduct our institutions cheaper than can be done by the States or to support our prisoners in them. The authorities of State institutions may agree to take care of United States prisoners at 30 cents a day, but they get the labor of those prisoners; that may amount to 30 cents a day each, which would be 60 cents a day for each prisoner. We could not show a saving in dollars and cents in caring for our own prisoners. The institutions were not erected on any such proposition.

Colonel CLAY. No; the institutions were established to take care of United States prisoners in a decent and proper manner. We get them removed from conditions that exist at many of the State penitentiaries.

Mr. LA DOW. One important reason for erecting our prisons, Mr. Smith, was the question of "good time." Two men, for example, might be convicted, and one go to a State penitentiary in Ohio and one to a State penitentiary in New York—two men convicted of the same offense. One man might get out a year ahead of the other man, due to difference in "good time." The Attorney-General said he

did not see how it could be a good policy to attempt to handle prisoners in that way.

Mr. SMITH. That matter was remedied by Federal legislation not long ago, was it not?

Mr. SULLIVAN. Congress has passed a law providing a Federal law for the commutation of all Federal prisoners?

Colonel CLAY. Yes; in June, 1902.

Mr. LA DOW. Aside from that, all the laws relating to United States prisoners are very antiquated. Most of them were enacted prior to 1870.

Colonel CLAY. There is this to be said, Mr. Smith, apropos of what you were asking: While the wording of this appropriation is for the "prosecution of crimes," and while that happens to come first, that is not primarily for the purpose of hunting up all sorts of crimes against the United States, but it is confined more particularly to crimes that may develop in the ordinary administration and conduct of things that come within the jurisdiction of the Department of Justice.

Mr. SMITH. I thought, perhaps, that in that section, having no head at all except the "prosecution of crimes," which is merely a collateral matter, the language should be rearranged.

Mr. LA DOW. The appropriation has been named "prosecution of crimes" for many years.

Colonel CLAY. We have simply kept up that heading.

#### DEFENSE IN INDIAN DEPREDAATION CLAIMS.

The CHAIRMAN. The next item is, "Defense in Indian depredation claims." Your estimate for the next fiscal year is the same as the current appropriation, \$40,000.

Mr. FIELD. The amount asked for in the estimate is the same as was asked for last year, which was reduced \$12,000 from the year previous to that; but it was found necessary for the present fiscal year to ask for a deficiency of \$5,000, which was granted in the urgent deficiency bill, making \$45,000 for the current year. It is believed that \$40,000 will be sufficient for the next fiscal year.

Mr. SULLIVAN. Where are these cases tried?

Mr. FIELD. Before the Court of Claims.

Mr. SULLIVAN. So that it does not come out of that item that we have discussed this morning? This is separate?

Mr. FIELD. Yes. This is a separate class of cases. Mr. Thompson, in charge of that Bureau, is not able to be here, but Mr. L. B. Smith, an assistant attorney in that Bureau, is present if you care to ask him.

The CHAIRMAN. You had a deficiency for this current year, and you estimate that \$40,000 will be sufficient for the next fiscal year?

Mr. FIELD. Yes.

#### PUNISHING VIOLATIONS OF INTERCOURSE ACTS AND FRAUDS.

The CHAIRMAN. The next item is "Punishing violations of the intercourse act and frauds."

Colonel CLAY. That is principally the sale of liquor to Indians and things of that kind; violations of law relating to the sale of



liquor to the Indians in the Indian Territory and Arizona. We have had one man at work on that, and in the last five months he has secured 28 convictions of people for that offense.

The CHAIRMAN. Your estimate for the coming fiscal year is the same as the current appropriation?

Colonel CLAY. Yes.

The CHAIRMAN. Is the current appropriation sufficient to meet the expense for this fiscal year?

Colonel CLAY. I do not think it really is. I believe \$1,000 more ought to be put on.

The CHAIRMAN. Do you expect a deficiency this year?

Colonel CLAY. No, because we will not create a deficiency. We are guarding against that. Of course we would not do enough to create a deficiency. We would have to hold in our force.

Mr. SULLIVAN. You mean you allow a guilty man to escape if you have not got money enough to catch him?

Colonel CLAY. Yes; because otherwise an innocent man would be punished in the person of ourself for creating a deficiency, and he would be socked into jail for it.

The CHAIRMAN. In cases of this kind, allowing fees for prosecuting attorneys, the expense is about forty times as much as the prosecutions are worth. There were a great many prosecutions that were simply conducted for the sake of getting the fees.

What I understood the chairman to say and to mean was that:

"In cases of this kind when fees were allowed United States attorneys and other officials the expense was about forty times as much as the prosecutions were worth. There were a great many prosecutions that were simply conducted for the sake of getting the fees."

The attorneys, marshals, and many of the deputy marshals are now on salaries, so that there is not the same inducement as heretofore existed for the bringing of frivolous cases, excepting on the part of such deputy marshals as are not on salary. The latter are restrained by more frequent examinations of their accounts and work.

Colonel CLAY. I got a telegram yesterday, Mr. Chairman, from a man down in Arizona who is in this business—this liquor business—where there were complaints of selling liquor on the reservations and where the Indians were wanted to work on the dams that are being constructed there, and the sale of liquor interfered with it. This telegram stated that at the court held at Tucson there had been 11 indictments and 10 convictions—making in all 28 convictions due to the work of this one man in five months.

A number of these fellows got a year in the penitentiary. That sort of thing, you see, stops them. If we had \$1,000 more I think we would keep the fellows busy all the time.

I have also a letter from the marshal of the western district, Indian Territory, to the effect that they had got indictments against people for introducing "uno," which is called a soft drink. People interested in the sale of that product brought suit against the marshal and attorney of the district for destroying a quantity of it, but the grand jury has now indicted those who sold it, and we hope to convict them.

## TRAVELING AND MISCELLANEOUS EXPENSES.

The CHAIRMAN. The next item is "Traveling and miscellaneous expenses."

Mr. FIELD. The amount asked for next year is the same amount that was appropriated for the last two years, \$8,500.

The CHAIRMAN. You will expend it all during the next fiscal year?

Mr. FIELD. In the end, I think, a large part of it will be turned back to the Treasury. It is used for advances to persons traveling for the Department.

The CHAIRMAN. This is to enable you to advance funds that are subsequently paid?

Mr. FIELD. Yes. In the end a large part of this is turned back to the Treasury.

## PROSECUTION OF CRIMES AND SUPPORT OF PRISONERS.

Colonel CLAY. May I go back for a moment in regard to the "Prosecution of crimes" appropriation? The chief of division of accounts, Captain Glover, says that he thinks there could be money taken off the salaries, fees, and expenses of marshals as estimated for, and also from the estimate for the support of prisoners.

Mr. GLOVER. I have no doubt, from my experience as chief of the division of accounts, that anything like a thorough examination of the offices of these various court officials would result in a large saving to the Government, and it will ultimately result in decreasing the appropriation for the salaries, fees, and expenses of marshals. It was suggested that the salaries, expenses, and fees of marshals might to a certain extent be reduced, say by \$10,000, and it would result in a reduction of the expense for the support of prisoners in the United States. If that is a matter of considerable importance in the estimation of the committee, I do not think the Attorney General would hesitate to consent to a reduction for next year of \$10,000 in salaries, fees, and expenses.

The CHAIRMAN. Of marshals?

Mr. GLOVER. Yes. Of course I can not say beforehand, as a matter of fact, that it will result that way, but judging by past experience it probably will. That reduction would not take place immediately, but it would take place annually after the examinations had in fact been made.

Colonel CLAY. You might take off \$10,000 from the appropriation for the support of prisoners. I think we can save that by our examinations. With that increase of appropriation we can have a force sufficient to examine these officials every two years, not less than once in every two years. I am afraid to say what I think might be saved to the Government by doing that.

The CHAIRMAN. That leaves the aggregate appropriation just the same, then?

Mr. LA DOW. Yes, sir.

The CHAIRMAN. Your theory is that \$20,000 added to this item for prosecution of crime will result in a saving of that amount, at least for the first year?

Mr. GLOVER. Yes; probably the first year, and certainly the second

## COUNSEL FOR MISSION INDIANS.

The CHAIRMAN. Now, we are down to "Counsel for the Mission Indians," on page 292, "to enable the Attorney-General to employ a special attorney for the Mission Indians of southern California, upon the recommendation of the Secretary of the Interior, \$1,000."

Mr. FIELD. I am authorized to say, Mr. Chairman, that that appropriation may be dropped.

Mr. GLOVER. Is that by consent of the Secretary of the Interior?

Mr. FIELD. Yes. This is work largely under the control of the Secretary of the Interior, and he has acquiesced in the suggestion of the Department that the district attorney look after that work hereafter.

## CARE OF BUILDINGS RENTED BY DEPARTMENT OF JUSTICE.

The CHAIRMAN. The next item is "Care of buildings rented by Department of Justice, \$10,000."

Mr. FIELD. That is the same as the appropriations for the past two years. The same number of buildings are occupied, and no change seems to be necessary.

The CHAIRMAN. You will spend that amount during this current year?

Mr. FIELD. It is used almost entirely for the pay roll of laborers and messengers and charwomen to care for the Department's rented buildings. The pay roll exhausts all but about \$60 a year.

## INCIDENTAL EXPENSES, TERRITORY OF ALASKA.

The CHAIRMAN. The next is "Incidental expenses, Territory of Alaska, \$5,000."

Mr. GLOVER. That will be needed at least for this year, and it may be we will need more. The conditions up there have changed. Until a year ago last winter there were funds arising from licenses that were used by the courts for various expenses. They are no longer available under the act of Congress; that is, the act known as the Nelson bill.

The CHAIRMAN. How many marshals have you in Alaska?

Mr. GLOVER. We have three marshals, and three attorneys, and several assistant attorneys. I can not tell you the exact number now. It is a large number.

The CHAIRMAN. How does this allowance compare with the allowance for incidental expenses for marshals and United States marshals in the States?

Mr. GLOVER. They do not have that same appropriation for any place in the States. That is an appropriation especially for Alaska.

The CHAIRMAN. Do they have to furnish their own offices with fuel, furniture, stationery, and other incidental expenses out of this appropriation?

Mr. GLOVER. Yes, sir. They furnish the fuel out of that appropriation and some of the stationery. We furnish stationery out of supplies, largely, yet it would not be safe to leave any of that appropriation off.

The CHAIRMAN. You say you have three marshals and three attorneys in Alaska?

Mr. KENNARD. We have three marshals and three regular attorneys, and a number of regular assistant attorneys also. We send some stationery and furniture up to Alaska, and pay for it out of the appropriation for supplies of United States courts, but it is necessary to pay for the fuel of the offices out of this appropriation. Heretofore we used court funds out of that appropriation, but since the Nelson Act passed we are unable to do that.

The CHAIRMAN. It occurred to me that the amount was rather small, considering the number of offices up there.

Mr. KENNARD. It is small. We furnish a great deal from Washington.

#### SPANISH TREATY CLAIMS COMMISSION.

(See page 1186.)

#### TRAVELING EXPENSES, TERRITORY OF ALASKA.

The CHAIRMAN. The next item is "Traveling expenses. Territory of Alaska, \$5,000." That is the same as the current appropriation?

Mr. GLOVER. Yes; we can not tell just how much will be used in any one year.

Mr. KENNARD. The expenses are erratic under that appropriation; exceedingly so. Sometimes very little and sometimes quite a considerable more is used. It depends upon the amount of travel.

#### ENFORCEMENT OF ANTI-TRUST LAWS.

The next is the enforcement of the antitrust laws.

Mr. FIELD. The estimate merely provides that the unexpended balance shall be made available for the next fiscal year. That has been on every year since the \$500,000 appropriation was started.

Mr. SULLIVAN. What balance is there?

Mr. FIELD. The unexpended balance at present, after deducting the \$40,000 transferred to the Interstate Commerce Commission, is \$298,000. That is the unexpended balance to-day.

Mr. SULLIVAN. Up to what date?

Mr. FIELD. Up to to-day.

Mr. SULLIVAN. That is excluding the \$40,000 for the Tillman-Gillespie resolution?

Mr. FIELD. Yes.

Mr. TAYLOR. That was \$45,000, was it not?

Mr. FIELD. It was either \$40,000 or \$45,000.

The CHAIRMAN. You have submitted to the committee at this Congress a detailed statement of the expenditures out of the fund?

Mr. FIELD. Yes. That was incident to the urgent deficiency bill.

The CHAIRMAN. It was printed in full in the hearings on the urgent deficiency bill.

Mr. SULLIVAN. Is the Department of Justice now prosecuting any trust cases?

Mr. FIELD. I can hardly answer that. I am not familiar with just what prosecutions the Attorney-General is making or preparing to make. There are several cases under investigation, but in just what state the prosecutions are I could not answer.

The CHAIRMAN. One is the tobacco trust.

Mr. SULLIVAN. What is the status of the beef cases?

The CHAIRMAN. I do not know.

Mr. SULLIVAN. You are through with the beef cases now, unless Congress should grant an appeal?

Mr. FIELD. I understand so.

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WEDNESDAY, *May 2, 1906.*

## UNITED STATES COURTS.

The CHAIRMAN. The next subject is "Expenses of United States courts."

Mr. FIELD. Yes, sir.

### SALARIES OF UNITED STATES DISTRICT ATTORNEYS, ETC.

The CHAIRMAN. "For salaries of United States district attorneys and expenses of United States district attorneys and their regular assistants, and so forth, \$475,000." I observe that you have recommended a change of law there.

Mr. GLOVER. Yes; that is made necessary. I also had a bill introduced in Congress, introduced by the chairman of the Committee on the Judiciary of the United States Senate and the like committee of the House. The district attorney formerly was paid fees in the southern district of New York, but by a provision in the appropriation bill last year he became a salaried officer. Under section 834 of the Revised Statutes he was also entitled to expenses of his office, and he rendered monthly accounts. He does yet under the law, and he renders his accounts for what he pays for clerical assistance and other expenses. This is to make them paid like the same class of men in other districts—paid by the disbursing officer of the Department.

The CHAIRMAN. And is that the reason for the increase in your estimate above your present appropriation, from \$440,000 to \$475,000?

Mr. KENNARD. That does not affect the amount of the appropriation. That legislation would not change the amount of expenses in any way. It would merely provide a different way of paying them.

Mr. GLOVER. It would affect the amount paid from this appropriation. They are now paid from miscellaneous expenses of United States courts.

Mr. SULLIVAN. So that hereafter his clerks and messengers would be paid directly, and not upon accounts by him?

Mr. GLOVER. Yes; as other salaried officers are paid by our disbursing officer rather than have the district attorney pretend that he had paid all these clerks and had rendered an account as if he had actually paid them.

### COMPENSATION OF THE DISTRICT ATTORNEY FOR THE SOUTHERN DISTRICT OF NEW YORK.

Mr. SULLIVAN. Do you know whether the district attorney for the southern district of New York has collected any outside compensation in addition to the \$273,000 that he collected in five years as fees in customs cases?

Mr. GLOVER. This is a new man. He has received nothing but his salary.

Mr. SULLIVAN. Mr. Burnett?

Mr. GLOVER. Yes. The man that went out is Mr. Burnett.

Mr. SULLIVAN. Do you know whether he (Stimson) receives anything as extra compensation besides his salary?

Mr. GLOVER. The appropriation act last year provided that he should have \$10,000 a year as salary, and nothing else.

Mr. SULLIVAN. It did not read quite that way.

Mr. GLOVER. That is the meat of it. That was understood that way.

The CHAIRMAN. That is your construction of it?

Mr. GLOVER. Yes.

Mr. SULLIVAN. That was intended to exclude fees?

Mr. GLOVER. Any compensation.

The CHAIRMAN. On page 298 you will find the law on that point. It is carried in the present estimate in brackets. It reads:

*Provided further, That in no case except in the District of Columbia shall United States district attorneys hereafter receive fees of office in addition to the salary allowed them by law. The district attorney for the southern district of New York shall hereafter receive a salary of ten thousand dollars per annum.*

Mr. SULLIVAN. That excludes "fees of office," which has received a somewhat narrow construction, and I understand that there is a ruling of the Attorney-General that extra compensation which is allowed under another section of the statute—I think it is section 836—is not included in the term "fees of office."

Mr. GLOVER. I understand that perfectly. It is under section 825 and section 827. It was under 827 that Mr. Burnett got his large compensation. I think it was the intention of Congress that his salary should be in full compensation for his services. It was not well worded. That has been so held by the Department, and at the instance of the Attorney-General I prepared a bill, and sent it in to the Speaker of the House and the President of the Senate before this Congress had organized, to change the law and make it very clear.

In fact, it was a provision to put that office practically on the same footing with other offices of the same kind, with the one exception that the assistant district attorneys might receive such compensation as the Attorney-General should fix, not limiting it to \$2,500. That was deemed to be utterly inadequate for the work necessary to be done in the southern district of New York. I think in those large customs cases involving millions it would not do to trust them to anything but a first-class lawyer.

Mr. SULLIVAN. Does this act of last year apply to anything except section 836, which allows the district attorney for that district \$6,000 a year, together with costs and fees allowed him by law?

Mr. GLOVER. This provision is to cut off those costs.

Mr. SULLIVAN. It is to cut off the fees under section 836.

Mr. GLOVER. That act of last year was to do that.

Mr. SULLIVAN. What I want to find out is whether the act of last year has closed the door entirely?

Mr. GLOVER. I do not know what the courts might hold, but the district attorney has presented no bill for any services since that act went into effect.

Mr. SULLIVAN. He has not?

Mr. GLOVER. No, sir.

Mr. SULLIVAN. Section 827 provides [reads]:

SEC. 827. When a district attorney appears by direction of the Secretary or Solicitor of the Treasury on behalf of any officer of the revenue in any suit against such officer for any act done by him or for the recovery of any money received by him and paid into the Treasury in the performance of his official duty, he shall receive such compensation as may be certified to be proper by the court in which the suit is brought and approved by the Secretary of the Treasury.

Now, I understand striking out fees does not strike out the extra compensation under section 827.

Mr. GLOVER. That is for the courts to determine. The Department has done all it could. It asked for this thing to be done before. It certainly asked for it. At this session of Congress I prepared the bill with great care and submitted it to the Solicitor-General, Mr. McReynolds, and to the Attorney-General, and sent it up here; and we hoped it would be acted upon long before now.

Mr. SULLIVAN. Do you pass upon these accounts? Who would have jurisdiction to allow a claim of the district attorney for the southern district of New York for extra compensation?

Mr. GLOVER. I take it it would be the Secretary of the Treasury.

Mr. SULLIVAN. Do you think he would allow such a claim?

Mr. GLOVER. I do not represent the Secretary of the Treasury. I have had no communication with him on that subject.

Mr. KENNARD. The claim would not go through our Department.

Mr. GLOVER. The Secretary of the Treasury could allow such an amount as he pleases, so that he can allow nothing. I am told that when Secretary Sherman was Secretary of the Treasury he fixed the whole allowance for the district attorney for any one year at \$10,000, but the next Secretary of the Treasury did not do that. The result was that he got \$60,000 a year.

Mr. SULLIVAN. This fellow got \$273,000 in five years?

Mr. GLOVER. Yes. Those were not acted upon by the Attorney-General or the accounting division. I think you will agree with me that we had no jurisdiction. They simply came through without any examination to see that they were approved in a way. The Attorney-General brought this matter to the attention of the Secretary of the Treasury some time ago. From the discussion in Congress at the time that was up in Congress, evidently Congress intended to cut off any allowance under those two sections. Whether it accomplished it or not is another matter.

Mr. SULLIVAN. That is the idea that I wanted to find out.

The CHAIRMAN. You have not explained yet the necessity for this increase of \$35,000.

Mr. KENNARD. That is an increase for the fiscal year 1905, but it is not an increase over the total appropriation for the current fiscal year. It is the same.

The CHAIRMAN. Did you have a deficiency in the current year?

Mr. KENNARD. Yes, \$35,000; partly due to this and partly owing to the creation of new districts.

The CHAIRMAN. This is the same amount as has been appropriated for the current fiscal year, including both the regular annual appropriation and the deficiency?

Mr. KENNARD. Precisely.

## FEES OF THE UNITED STATES DISTRICT ATTORNEY FOR THE DISTRICT OF COLUMBIA.

The CHAIRMAN. The next item on page 299 is for fees of United States district attorney for the District of Columbia, \$23,800.

Mr. SULLIVAN. I wanted to ask about that language containing that limitation as to the fees of district attorneys, inclosed in brackets, indicating a design to strike it out.

Colonel CLAY. That became a law last year.

Mr. GLOVER. That is permanent law. There was an estimate for an increase of that, if you consider that in connection with this bill.

The CHAIRMAN. There is no increase over the current year, because you have had \$35,000 as a deficiency.

The CHAIRMAN. I mean the estimate for fees of the district attorney for the District of Columbia, including your original estimate, is the same as your current appropriation. Now you submit a supplemental estimate increasing that \$2,000.

Mr. GLOVER. You have not taken that into consideration.

The CHAIRMAN. We are now considering it. We call your attention to it and ask why it is desirable.

Mr. GLOVER. That was carefully considered by Mr. McReynolds.

The CHAIRMAN. Is it proposed to increase the salaries or the number of attorneys?

Mr. GLOVER. The number of attorneys, rather than the salaries; and yet I think it was intended also to increase one or two of the salaries.

The CHAIRMAN. How many district attorneys are employed in the District of Columbia?

Mr. GLOVER. I have forgotten now.

Mr. KENNARD. We can give it to you. It is reported in the annual report of the Attorney-General in detail.

The CHAIRMAN. You have more than one district attorney for the District of Columbia?

Mr. GLOVER. We have an attorney representing the District, and we have a United States attorney—one United States attorney for the District. Then there is a separate attorney representing the corporation here.

The CHAIRMAN. That is carried in the District bill. There is no provision for that office here. That is carried in the District appropriation bill. I want to know how many men are employed and paid out of this appropriation here.

Mr. KENNARD. There are now five assistants at a compensation of \$2,000 annually. There are four clerks.

The CHAIRMAN. Will you state how many salaries are to be increased?

Mr. GLOVER. You did not give all he asked.

The CHAIRMAN. What I want to ascertain is how many people are paid out of this appropriation of \$23,800.

Mr. KENNARD. Do you want the salaries of each?

The CHAIRMAN. Yes.

Mr. KENNARD. There are five assistant attorneys at the following salaries: \$2,650, \$2,000, \$1,950, \$1,900, and \$1,500.

Mr. GLOVER. That was done then under the old district attorney; but



after the present district attorney came in he has had five, giving each of them the same salary.

Mr. KENNARD. The clerks remain the same—one at \$2,300, one at \$1,800, one at \$1,000, one at \$900; one messenger at \$600.

The CHAIRMAN. Here is the language that you desire to have inserted in the bill; referring to the district attorney:

He shall pay to his deputies or assistants not exceeding in all \$11,000 per annum, also his clerk and messenger hire not exceeding \$7,000, office rent, fuel, stationery, printing, and other incidental expenses, not exceeding \$1,200, out of the fees of his office; provided, that no expenses other than those above specified shall be allowed.

Mr. KENNARD. That is the law. We would have to have the law changed in order to make the increase. The law limits specifically the expenses of the district attorney's office at so much.

Mr. SMITH. Have you anything here to show what number of cases he has prosecuted in a year to require this large force?

Mr. KENNARD. We have a long statement from the district attorney concerning the amount of business, but he does not state the number of cases.

The CHAIRMAN. A large part of his business is small cases.

Mr. GLOVER. No; some of them. We have police court cases.

Mr. KENNARD. In the District of Columbia the number of cases disposed of during the year was 4,638.

The CHAIRMAN. How many of those were police court cases?

Mr. KENNARD. This statement does not show.

Mr. GLOVER. Of course, there are a great many murder cases here.

The CHAIRMAN. For all important cases tried here he has the assistance of the Attorney-General's office, does he not?

Mr. GLOVER. No, sir; the Attorney-General's office never assists so far as I know—but perhaps in one or two cases, the post-office fraud cases, he assisted in; but ordinary cases are tried by the district attorney's own force.

Now, this present allowance of \$23,000 was made nine or ten years ago, I think, and it has been the same ever since. The natural growth of the city would indicate that the increase should be made at this time.

The CHAIRMAN. How does the number of cases tried in the District compare with the number of cases tried in, say the State of Minnesota?

Mr. FINCH. In the State of Minnesota the number of cases disposed of was 309, and in the District here 4,636. We have jurisdiction over a large number of cases. That covers all the cases in the United States courts. These figures are taken from the Attorney-General's annual report.

The CHAIRMAN. The district attorney in Minnesota has one assistant. This man has how many?

Mr. KENNARD. Five.

#### PAY OF REGULAR ASSISTANTS TO UNITED STATES DISTRICT ATTORNEYS.

The CHAIRMAN. The next item is for payment of regular assistants to United States district attorneys, who are appointed by the Attorney-General at a fixed annual compensation. Your estimate for the next year is the same as the current appropriation—\$225,000—and you have asked to have that increased to \$250,000.

Mr. GLOVER. The Attorney-General took that up after careful consideration and put it in. I suppose it is with a view to appointing fewer special assistant attorneys. We have had to ask for a large deficiency for special assistant attorneys this year. Part of that was caused by special conditions—for instance, the Green-Gaynor case.

The CHAIRMAN. Will you have a deficiency in this item for pay of regular attorneys?

Mr. GLOVER. No; we have not a deficiency in it, because the Attorney-General apportioned it out so as to make no deficiencies. But it was thought necessary to increase that force.

Mr. FIELD. The additional \$25,000 asked for was somewhat on account of the creation of new districts from time to time and the increase of business in the different districts.

The CHAIRMAN. Regular increase in the regular business or increase on account of the special cases—the antitrust cases?

Mr. FIELD. Increase in the regular business and the number of districts, and somewhat on account of the constant demand for increase in salary.

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THURSDAY, May 3, 1906.

## UNITED STATES COURTS—Continued.

### PAYMENT OF ASSISTANTS TO AID IN SPECIAL CASES.

The CHAIRMAN. The first item is at the bottom of page 299, for payment of assistants to the Attorney-General and to United States district attorneys employed by the Attorney-General to aid in special cases, and so forth. Your estimate there is \$5,000 in excess of the current appropriation, being \$90,000 instead of \$85,000.

Mr. GLOVER. That will eventually be needed.

The CHAIRMAN. Will you expend the total amount of the appropriation this year?

Mr. GLOVER. We not only will have expended it, but we already have put in a pretty large deficiency estimate—\$45,000.

The CHAIRMAN. What are these cases in which you have employed special counsel?

Mr. GLOVER. All sorts of cases, for that matter, some in this city: the Post-Office fraud cases have cost us a large amount of money.

The CHAIRMAN. There was only one of them prosecuted this year.

Mr. GLOVER. I think more than that, but I am not certain about that.

The CHAIRMAN. Was there any other besides the New York case?

Mr. GLOVER. I am not certain. They are employed all over the country on various cases, and I could not undertake to give you a list of them. The Green-Gaynor case has required special counsel.

The CHAIRMAN. The deficiency that was sent in was due largely on account of the Green-Gaynor case, was it not?

Mr. GLOVER. Twenty thousand dollars and more of it was on account of that.

Mr. SMITH. Are any of the expenses for foreign counsel under the Spanish Claims Commission paid out of this?

**Mr. GLOVER.** No, I think not; I am quite certain of that. They are paid out of the special appropriation for that purpose. I know the Attorney-General went over this matter of employing special counsel—I was present at the time—and he dropped out anyone that he thought he could.

**The CHAIRMAN.** Out of what fund are you paying the attorneys' fees in the paper-trust case?

**Mr. GLOVER.** All those antitrust cases——

**The CHAIRMAN.** Is that case classed as antitrust?

**Mr. GLOVER.** I think so. All the trust matters and the rebate matters are paid out of that special appropriation.

#### FEES OF CLERKS.

**The CHAIRMAN.** The next item is for clerks' fees. Your estimate is \$275,000 for the coming fiscal year, and the current appropriation is \$240,000.

**Mr. GLOVER.** You will notice that there are some provisions put on that appropriation.

**The CHAIRMAN.** As to this first provision, regarding per diem expenses to clerks, what is the necessity for that limitation, and also as to the requirements regarding accounting? Have you had difficulty in that respect?

**Mr. GLOVER.** The provision as to per diem has become necessary because of the decision of the Supreme Court in the noted Finnell case, which has been supplemented by the decision of the Comptroller of the Treasury. The result of those two decisions is that they are charging up from twice to ten times (sometimes much more than that) as many per diems as were formerly charged and allowed. I had a case called to my attention——

**The CHAIRMAN.** The word "clerk" applies to clerk of a United States court?

**Mr. GLOVER.** Clerk of the court, yes. That is under the appropriation for fees of clerks of United States courts.

**Mr. SMITH.** I see this has been put in again. It always goes out on a point of order.

**Mr. GLOVER.** To prevent that, at the time this was sent in, the whole matter was brought to the attention of the two judiciary committees in the hope that they would help you out of that trouble.

**Mr. SMITH.** There is no possibility of carrying it through.

**Mr. GLOVER.** I had a case called to my attention a few days ago. The clerk of the circuit or district court in the northern district of Mississippi charged in his account for the quarter ending March 31, 1906, 151 per diems, when the court was actually in session only one day.

Under section 828, Revised Statutes of the United States, the clerks of United States courts were entitled to per diems only for days when the courts were actually in session. Some fifteen or twenty years ago Congress legislated upon that question and it was supposed at the time that the legislation was restrictive rather than enlarging, but in the Finnell case the Supreme Court of the United States held that whenever business was transacted in court, although no judge was present, the clerk was entitled to per diem fee. Finnell was clerk

at Covington, Ky., and the judge of the district court resided at Louisville. Numerous orders, many of them short and unimportant, were made at Louisville and were transmitted to Covington to be entered by the clerk at that place. In very many of these cases it was not at all necessary that the court should be opened to enable the clerk to enter the order. The orders approving the several accounts of the clerk stated that the court was open for the transaction of business and the judge present. Later an examiner of this Department found that the court was not open at all, but that the orders were entered in the absence of the judge. On that report per diems amounting to \$995 were disallowed, and the clerk in the case above mentioned recovered judgment for the full amount, \$995. The Comptroller of the Treasury, following said decision as he understood it, has held that if a clerk files a paper in his office in open court or during vacation thereof, he is entitled to a per diem. There were two places of holding court in the northern district of Mississippi, and the clerk was charging per diems for himself at his headquarters and for his deputy at the other place of holding court, so that in one quarter 151 per diems were charged and the court was in session only one day.

MR. SMITH. One hundred and fifty-one per diems in a quarter?

MR. GLOVER. Yes, sir.

MR. SMITH. How can they charge more per diems than there are days?

MR. GLOVER. A deputy at one place and a clerk at the other place.

MR. SMITH. Can you tell us what the total compensation of the clerk of the district court of the southern district of Iowa is; two separate men, one clerk of the circuit court and one clerk of the district court?

MR. GLOVER. There was a long controversy about that.

THE CHAIRMAN. \$3,500 is the limit. Does that include the per diem?

MR. GLOVER. Yes, sir.

MR. SMITH. I understand that it is beggarly even with the present method of computation.

MR. GLOVER. I don't think it is beggarly by any means.

MR. SMITH. In that district the court meets at five places.

MR. GLOVER. Under this practice, the clerk of each court might have a per diem each day at these five or six places.

MR. SMITH. Could he get over \$3,500?

MR. GLOVER. No.

MR. SMITH. Do you think that \$3,500 for keeping an office open at five cities is an excessive compensation for a man of such character as ought to be clerk of a United States district court? I will say that this can not stay in; it is subject to a point of order; it has been in here time and time again, and I think in the present form it is unjust. I think that the clerk who goes to a town where court is open, stays there two or three days—

MR. GLOVER. That is only one case in fifty. Ordinarily the crying evil is where the clerk simply sits in his office, and does not have to go anywhere; and he gets per diem simply because he files a paper for which he is entitled to 10 cents, or he enters some little order; and then what makes it worse, to keep up the pretense of keeping a full set of criers and bailiffs present.

Mr. SMITH. You don't claim that that is the practice?

Mr. GLOVER. I do.

Mr. SMITH. To pay a full set of criers and bailiffs?

Mr. GLOVER. Yes; in many districts.

Mr. SMITH. That is not so in our country.

Mr. GLOVER. The judge says, keep this court open day after day right along, and then they have these criers and bailiffs who come in and get pay.

Mr. SMITH. The court is kept open in our district all the time, I am satisfied of that, every day. I am satisfied the judge leaves the day to which he adjourns blank in every instance. In my judgment \$3,500 is not an extravagant salary for a man who has to be responsible for five separate offices at five separate places in the State, and this would cut it down below \$1,000.

Mr. GLOVER. It would only put them back where they were ten years ago.

Mr. SMITH. I say they would not get over \$1,000 in fees under this statute. Can you tell me how much they would get?

Mr. GLOVER. They did it before this decision.

Mr. SMITH. You are unable to give me the figures.

Mr. GLOVER. Of course you don't expect me to keep in my memory the amount of fees in your State, but I think you are entirely wrong.

Mr. SMITH. On the other hand I don't think you are in a position to dispute my figures. My understanding is from these clerks that it would not amount to \$1,000 under this statute.

Mr. GLOVER. I know enough about the clerks in that district to know that it is more than that.

Mr. SMITH. You must be mistaken in one place or the other. They can not get over \$3,500 under this statute. The most they can possibly be charged would be three and one-half times what you claim they ought to charge. I am opposed to this first amendment in its present form, and I am perfectly willing the clerks shall be put on a salary.

Mr. GLOVER. I explained that to the committee some time ago. I wrote quite a long letter to Senator Hoar about that. A whole lot of legislation should take place before putting them on salaries. There is a most astounding state of affairs about that. In this district that I am speaking of Mr. Finnell is eight times clerk—renders eight accounts every quarter. He might, if there were earnings enough in that district, get about \$28,000 a year as a maximum compensation, or eight times \$3,500.

Mr. BROWNLOW. Do you say that he could get \$3,500 for each?

Mr. GLOVER. Each clerkship. Under the peculiar provision of law as to Kentucky, under a decision of the Comptroller, he is to have eight appointments, and can get his maximum under each appointment. He has to render eight separate accounts.

Mr. SMITH. What are those appointments, besides clerk of the district court, clerk of the circuit court, and of the circuit court of appeals?

Mr. GLOVER. He is not clerk of the circuit court of appeals, but has four appointments as clerk of the district court and four appointments as clerk of the circuit court. Under the decision of the Comptroller a man can be clerk at each of the four places. There are five places of holding court. Another person is clerk of both the circuit

and district courts at Frankfort. Finnell has eight appointments, and is required to execute eight separate bonds.

Mr. SMITH. It is customary to allow one clerk to a district.

Mr. GLOVER. Yes; one clerk for the district court and another for the circuit court. There are, however, a good many instances where the same person is clerk of both the circuit and district courts. In the western district of North Carolina there are four clerks, each of them clerk of both courts at one place. This is also true as to the eastern district of that State.

The CHAIRMAN. What is the practice in Minnesota, where we have one district, two district judges, and six places at which court is held?

Mr. GLOVER. You have one clerk of each court for the whole State and deputies at the other places?

The CHAIRMAN. Can one man have six appointments there, six clerkships?

Mr. GLOVER. You can only have one clerk of each court.

The CHAIRMAN. The clerk resides at St. Paul, and by order of court, or in accordance with the law, the term of that court in the Winona division, where I live, is to begin at a certain day. The clerk and the marshal get there that day, or on account of the judge being detained at St. Paul, which happened last fall in the trial of cases there, the judge can not be present on that day, and is not present, perhaps, for a week, he sends word down to the marshal or the clerk to adjourn court until such and such a day. Now, in that case, under this provision, the clerk could get no compensation or per diem, although he has come from St. Paul to Winona to attend the opening of the court, the opening of which is fixed by law.

Mr. GLOVER. In ninety-nine cases out of a hundred the clerk would know about it. He would know that the judge would not be there. There is no reason why he should not be notified, and therefore there would be no necessity for his being there. The marshal can adjourn, or the deputy clerk can adjourn under the law from day to day, or until a fixed time. In such cases the only inducement for the clerk to go to the place of holding court is to earn mileage. He gets mileage for going and returning, 5 cents a mile, and he is not required to account for mileage as an emolument of his office, so the actual loss to the clerk need not be much, if anything, in the case you mention.

The CHAIRMAN. Suppose we were to insert after the word "session," in the first line, the words, "When a clerk has actually attended the court on the day when by order of the court it was to be held?"

Mr. GLOVER. I have thought about that a good many times. The clerks get up all sorts of schemes by which they may be enabled to charge per diems.

The CHAIRMAN. What have you to say in regard to the other provision here, which is new?

Mr. GLOVER. Our examiners have found that clerks get a large amount of money in their hands to secure costs and fees, and there is no other accounting for those matters at all—no provision for it—and after thinking it over very carefully I drew up that provision. You will understand that it simply authorizes the Attorney-General to prescribe rules and regulations under which they shall account for such moneys. There is no provision of law that requires clerks to account for fines, costs, penalties, and forfeitures—money that actually belongs to the United States.

The CHAIRMAN. Are they not now required to account for such moneys at all in any formal way?

Mr. GLOVER. The examiners of the Department undertake to keep track of such moneys, but there is no formal system of accounting and probably could not be under the law as it now exists. Some years ago the Comptroller of the Treasury undertook to prescribe rules and regulations under which clerks would be required to account for such moneys. He and the Auditor's office got up some rules for that purpose. I suggested to him that he should ask legislation before attempting it, but he thought he had sufficient authority. The rules and regulations were tried, but were found unsatisfactory and abandoned. I have tried several times to get the Comptroller to prescribe amended rules and regulations. He has not done so. On account of developments in some comparatively recent investigations, especially in Oklahoma Territory, it was deemed necessary to ask legislation.

Mr. CLAY. Mr. Finch would know something about that.

The CHAIRMAN. Will you give us a statement as to the necessity for this legislation, Mr. Finch?

Mr. FINCH. The purpose of this provision is primarily to protect the litigants in the United States courts who deposit large sums of money with the clerks. In the aggregate the sums are large, consisting of deposits for costs, and also money that is held by the clerk—millions of dollars they amount to annually—pending the result of suits. In the different districts—and I have been in every clerk's office in the United States—the systems are very different. In some districts the books are in such condition that it is almost impossible to ascertain definitely how much money the clerk has.

In one district that I examined last fall the clerk had no record at all, no written record, of the fees earned in any case—in any civil case; and no attorney in any of these cases could go into that office and find out from his records how much fees are taxed against him. That is a secret that the clerk alone knows. He renders a bill for the aggregate sum: the attorney can not verify that bill. The examiner can not tell whether the litigants have been overcharged or not without taking out the file in each case and going over it, and going over each paper, and taxing the costs. And if he does that, in nine cases out of ten he will find the litigant has been overcharged. In an eastern district, a very important district, that I went over last year, containing one of the large cities of the country, the clerk simply taxed lump amounts against the litigants. I figured it out from my own information and found that he was overcharging every litigant that had any business in that court.

Mr. SULLIVAN. Was that in Boston?

Mr. FINCH. No, it was not Boston, but it was an eastern district. That was the eastern district of Pennsylvania—Philadelphia. The first district I spoke of is the Maryland district. This is especially so in the eastern districts—the older districts, where the present methods have been followed since the revolutionary times. They have not been brought up to date at all. In the western districts there is a comprehensive system of bookkeeping in almost every clerk's office. It used to be that clerks of courts in making emolument returns, accounting for earnings from individuals, only stated lump sums, and the examiner had no data to go on, so he had to go over all their records in order to ascertain how they made up these

amounts. But after considerable agitation, and the matter was brought to Captain Glover's attention, and the Attorney-General, under his general authority as to accounts of clerks, required that they make a statement of the amount earned in each case.

That was a step forward. Now this is proposed to be an additional step, that is to say, to make the clerks put down in their dockets, opposite each item, the amount of fees that they are charging individuals.

The CHAIRMAN. Has the Attorney-General power to do that now?

Mr. FINCH. It is a grave question whether he has or has not. The impression is that he has not such authority. There is no statute which gives it to him definitely.

The CHAIRMAN. How about clerks under his immediate jurisdiction and control?

Mr. FINCH. He only has general supervision over their accounts. That general supervision has not been considered, as I understand it, as giving him authority over the kind of books they keep. This proposed amendment is somewhat in the nature of a provision made some years ago in regard to marshal's office.

Prior to that marshals kept their official record books as they pleased, and some did not keep any. You will find, by reference to the appropriations, that the present uniform system of bookkeeping in marshals' offices is the result of a \$10,000 appropriation for that purpose made some years ago, which system I had the honor of introducing. All marshals' offices now have the same kind of books and keep them in the same way, and every book is checked over carefully by the examiners.

Mr. TAYLOR. What do you save by that?

Mr. FINCH. We save, as you will see by the appropriation—you will see that during the last twelve years, notwithstanding the increase of business in the courts, the marshals' appropriations are not as large to-day as they were twelve years ago.

The witness-fee appropriation is only about half as large as it was twelve years ago, notwithstanding the increase of business, as will be shown conclusively by the fact that the support of prisoners' appropriation to-day is larger than it was twelve years ago. That is the result of a uniform system of bookkeeping, and of examinations of the offices made by examiners of this Department, for which an additional appropriation was asked yesterday.

The CHAIRMAN. Do you in estimating the saving differentiate between the law putting these marshals on salary and the new system of bookkeeping, or do you credit the new system of bookkeeping with the entire amount saved?

Mr. FINCH. I credit all of those different changes as affecting this general result, giving the marshals a uniform system of bookkeeping, and having their accounts all rendered uniformly, and having examinations made as often as it has been possible with the small force which the Attorney-General has had—all has worked this result. In witness fees there is a great saving. In 1896 they amounted to \$1,600,000, and it is estimated for the next year that they will only be \$860,000, and that is due to the better control that the Attorney-General has to-day over marshals than he had ten years ago. It is also due to a certain extent to putting them on salary, and



also to the present uniform system of rendering their accounts and of keeping the books.

As Colonel Clay stated, in one district alone, in the district of Oklahoma, as a result of an examination that was made and the elimination of fraudulent accounts, there was saved about \$2,000,000—that is to say, the cost of the courts in that district, which had amounted to about \$375,000 per annum, was reduced to \$97,000 per annum, and was held down to about \$100,000, and all legitimate business transacted, for a number of years. The purpose of this provision, gentlemen, is simply to fix it so that an attorney can go into a clerk's office and see, by reference to the clerk's appearance docket, what fees are being taxed. It is also to accomplish publicity as to what the clerk is charging. It is, furthermore, for this purpose: The clerks handle a large amount of money. Heretofore they have not been accounting to anybody as to this money—

Colonel CLAY. Probably \$15,000,000.

Mr. FINCH. The lowest estimate is \$10,000,000 per annum. Probably it sometimes amounts to \$50,000,000 in a year; and they have not heretofore accounted for it to anybody. The examiners' force has been so small that it has been impossible to examine such matters in all districts, but a recent examination made in Oklahoma showed that one clerk was short \$38,000 or \$40,000; which amount was recovered by the Government for the different individuals interested, and this amount was saved to litigants in that district.

The CHAIRMAN. Colonel, I will ask you this general question: The adoption of this provision will not take from the clerks of the courts any compensation which they now have?

Mr. GLOVER. It does not affect their compensation, unless it is a dishonest compensation.

The CHAIRMAN. Will it be oppressive upon litigants?

Mr. GLOVER. It is for the benefit of litigants—to protect them from fraud.

The CHAIRMAN. It is intended to protect the litigant and at the same time protect the Government of the United States without injuriously affecting the clerks or anybody else.

Mr. GLOVER. Nobody else so far as we can see.

The CHAIRMAN. The purpose is to put it within the power of the Attorney-General to establish rules and regulations for the accounting of all money that comes into the possession of a clerk. Is that the purpose of it?

Mr. GLOVER. That is the purpose of it.

Mr. SMITH. You spoke about the enormous increase in public business. Have you any records showing that there has been any increase in business in the Federal courts in the last fifteen years?

Mr. GLOVER. The natural increase in the business—

Mr. SMITH. As a matter of fact it has greatly fallen off in the agricultural districts.

Mr. FINCH. You will find that the best index as to whether or not the criminal business in the United States courts has fallen off is the cost of support of prisoners convicted in the United States courts. You might as well assume that the length of the terms of sentences are about the same as they were ten years ago. The appropriations show an increase for support of prisoners over what it was twelve years ago.

Mr. SMITH. That is the criminal business alone. As a matter of fact the civil business has largely gone to pieces in the western States, hasn't it?

Mr. FINCH. I have no data directly on that.

Mr. TAYLOR. You say that the support of prisoners is increasing. Isn't that due to the increase of cost in the United States penitentiaries to what it cost before in State jails and penitentiaries?

Mr. FINCH. This appropriation does not cover any cases of United States prisoners in Federal penitentiaries.

Mr. LA DOW. That is the general appropriation for support of prisoners.

Mr. FINCH. It only covers support of prisoners in jails and State institutions. This appropriation is not really a true index to the increase of business for the reason that 12 years ago we did not have prisoners in Federal institutions. If all were in State institutions it would largely increase the aggregate amount of the appropriation for support of prisoners.

Mr. SMITH. I can hardly agree with you that it is a fair test. In the first place Congress passed these laws prohibiting the working of Federal prisoners in State prisons and jails. Did not the cost of caring for them rise on that account?

Mr. FINCH. Yes, sir.

Mr. SMITH. Wouldn't that fully explain it?

Mr. LA DOW. Very materially.

Mr. SMITH. So that it is no test practically as to how much business is done.

Mr. LA DOW. In the year 1887 a law was passed which prohibited the hiring or contracting out of the labor of United States prisoners. Institutions which had supported United States prisoners up to that time at a small rate, and in some instances for nothing, turned around and charged us an average rate of 25 cents a day.

The CHAIRMAN. It is now up to 40 cents a day.

Colonel CLAY. That is the average rate.

Mr. SMITH. As to whether there has been an increase in business, isn't it a fact that the act of 1890, I think it was, which raised the amount necessary in removable causes in Federal courts from \$500 to \$2,000, wiped out over half the business of Federal courts in the United States?

Mr. FINCH. The date you speak of was away back of the date I mentioned.

Mr. SMITH. And the docket was crowded with business to be disposed of. Isn't it a fact that every year has seen that business eliminated, and that their is less business in every Federal court in every State of this Union?

Mr. FINCH. Civil or criminal business?

Mr. SMITH. The civil business, the removable causes.

Mr. FINCH. I have no data about the civil business.

Mr. SMITH. Have you any data by which you can tell how many cases are now pending in all of the Federal courts of the United States, and also ten years ago?

Mr. FINCH. I have data as to what is pending now.

Mr. SMITH. Have you anything to show what it was ten years ago, and showing whether it has been increasing or diminishing?

Mr. FINCH. It can be obtained.

Mr. SMITH. I would be very glad, personally, and I think the committee will be, to have you give us that information.

Mr. FINCH. The annual report will show that. This statement of mine was prepared for the annual report of 1905.

Mr. SMITH. Isn't it a fact that the criminal increase in United States courts is largely accounted for by the local option, and the enforcement of what is known as the liquor law against boot leggers?

Mr. FINCH. A large part in the southern districts.

Mr. SMITH. And those cases are practically all the doubtful cases, and that there are quite a number of them tried?

Mr. FINCH. That is a fact. In the district of Kentucky those cases are tried.

Mr. SMITH. And defended?

Mr. FINCH. And defended. There is as much difference between the different districts now—I suppose the ratio would be about 30 to 1.

Mr. SMITH. What do you know as to whether those are bona fide trials or not?

Mr. FINCH. I know from my own experience in seeing the trials.

Mr. SMITH. It was formerly the practice in the southern district of Iowa, under Judge Love's administration to take no appeals in Government cases.

Mr. FINCH. The practice in Iowa is different from the practice in any other district in the United States, especially the northern districts. They have a practice in regard to those cases of taking statements of individuals, and trying them on such statements in the absence of defendants. That does not exist in any other district in the United States in so far as I know.

Mr. SMITH. Does that still prevail under Judge Reed's administration?

Mr. FINCH. I am not familiar with that.

Mr. SMITH. Whether Judge Shiras pursued that after the district was divided I have no personal knowledge, but I don't think Judge Reed is pursuing it now, but it may be so.

Mr. FINCH. I am especially familiar with the northern district of Iowa.

Mr. GLOVER. Isn't that largely abandoned now since the district attorney is on salary? In the western district of North Carolina the practice used to prevail to a large extent.

Mr. SMITH. I request that you furnish us with that information, the total number of civil cases and the total number of criminal cases pending in all nisi prius Federal courts ten years ago, and the total pending now.

Mr. FINCH. Very well.

*Statement showing the number of civil suits instituted and terminated in the United States circuit and district courts during the ten years ended June 30, 1905, between individuals and corporations.*

[Does not include civil suits to which the United States was a party.]

Fiscal year.	Number instituted.	Number terminated.	Fiscal year.	Number instituted.	Number terminated.
1896.....	10,465	9,621	1901.....	11,400	11,891
1897.....	10,255	9,712	1902.....	11,514	11,094
1898.....	10,274	11,006	1903.....	11,962	10,526
1899.....	10,035	9,169	1904.....	13,085	10,986
1900.....	10,628	10,459	1905.....	13,992	12,085

*Cases pending July 1 of each year during the ten years from July 1, 1896, to June 30, 1907.*

Year.	Civil.		Criminal.	Year.	Civil.		Criminal.
	Between individ- uals.	United States a party.			Between individ- uals.	United States a party.	
1896.....	45,956	8,204	11,746	1901.....	39,693	4,828	9,...
1897.....	46,458	7,616	10,958	1902.....	40,158	4,180	9,...
1898.....	46,715	6,861	10,147	1903.....	40,875	3,650	11,...
1899.....	46,153	6,807	10,228	1904.....	43,416	2,677	12,...
1900.....	46,347	6,140	10,087	1905.....	44,706	2,747	12,...

<sup>a</sup> Corrected on account of manifest error in report, which shows only 2,307.

#### FEES OF UNITED STATES COMMISSIONERS AND JUSTICES OF THE PEACE.

The CHAIRMAN. The next item is for fees of United States commissioners and justices of the peace, acting under section 1014, Revised Statutes. Your estimate for the coming fiscal year is the same as the current appropriation?

Mr. GLOVER. Yes, sir.

The CHAIRMAN. Will you expend the entire appropriation for this year?

Mr. KENNARD. We will expend practically the entire appropriation. We spent nearly all for 1905, which is the last complete year we have record of.

The CHAIRMAN. How much of a balance, if any, did you have for the fiscal year 1905?

Mr. KENNARD. We have about \$19,000 balance.

The CHAIRMAN. It will run this year about the same?

Mr. KENNARD. Yes; it may be a little more or a little less.

The CHAIRMAN. Is that \$19,000 turned into the Treasury on the 1st of September?

Mr. GLOVER. It will not be turned in for two years.

The CHAIRMAN. It is still available?

Mr. GLOVER. It is in the Treasury all the time.

The CHAIRMAN. Your balance is accounted for to the Treasury Department in September?

Mr. KENNARD. No, sir; our balances in the hands of disbursing officers are turned in in September.

Mr. GLOVER. These are not turned in until they are settled and audited.

The CHAIRMAN. Is \$19,000 the balance left over of that appropriation at the present time, or when was that balance taken?

Mr. KENNARD. That was taken March 31, 1906. It is practically the same to-day.

Mr. GLOVER. There are some small accounts to come in yet. We can not tell how much.

#### FEE FOR ISSUING SEARCH WARRANT.

The CHAIRMAN. Now you suggest some new provisions here. One

*Provided*, That from and after the approval of this act United States commissioners shall be entitled to charge for drawing complaint for search warrant, with oath and jurat to same, fifty cents; and for issuing search warrant, seventy-five cents.

Mr. GLOVER. Under the holding of the Comptroller a commissioner can get no fee for issuing a search warrant, and it is to the detriment of the service that they are not able to do so. They are not disposed to issue them when they can get no compensation for it. Search warrants are necessary to get evidence, in smuggling cases especially, so that there ought to be a fee for that service.

The CHAIRMAN. Do you mean to say the commissioner refuses to issue a search warrant because there is no fee attached to it?

Mr. GLOVER. I do not know that they exactly refuse to do it, but they are not disposed to do it. There ought to be a fee for that. It was simply an oversight in drawing up the bill which I drew up.

The CHAIRMAN. When was this bill that you refer to passed?

Mr. GLOVER. In 1896, readjusting the salaries of attorneys and United States marshals. In fact, I thought the Comptroller would allow it, but he did not.

#### FEE FOR MAKING TRANSCRIPT.

The CHAIRMAN. The next paragraph is also new, which allows a fee for making a transcript.

Mr. GLOVER. That is from the same fee bill.

The CHAIRMAN. This provision, however, allows him to charge a fee only when he holds an examination under section 1014 of the Revised Statutes.

Mr. GLOVER. Under rules of court they are for transcripts when transcripts are unnecessary.

The CHAIRMAN. The present practice is to make a transcript on any pretext?

Mr. GLOVER. Yes; when no arrest is made and no proceeding had. It does no good, and it takes money out of the Treasury.

#### FEES OF WITNESSES.

The CHAIRMAN. The next is fees of witnesses. Your estimate there is \$40,000 below the current appropriation.

Mr. KENNARD. Forty thousand dollars less than for the current fiscal year.

The CHAIRMAN. Yes; that is what I said.

Mr. KENNARD. We made a reduction there because we had rather a large balance at the close of 1905.

The CHAIRMAN. What was your balance?

Mr. KENNARD. The balance on March 31, 1905, was \$132,000.

The CHAIRMAN. You had a deficiency of \$40,000 in 1905?

Mr. KENNARD. The deficiency was asked at the short session of Congress, and we anticipated very large expenses which did not come to pass.

The CHAIRMAN. You had a surplus of how much?

Mr. KENNARD. We had a surplus of \$132,000. At least \$60,000 of that is absolutely essential in order to make the advances to disbursing officers in the field. It is hard to determine what the expenses for witnesses will be. We may have a single case that will take \$15,000 or \$20,000. We have one case now for using the mails to defraud, in which the witnesses are brought from other States, and we have to pay their mileage.

Mr. GLOVER. We have a case of that kind in Baltimore.

The CHAIRMAN. Is this balance, left over from 1905, available for payment of witnesses for 1906?

Mr. GLOVER. No, sir; that is only available for fees of witnesses examined during that year.

The CHAIRMAN. Would not all the fees earned for 1905 be paid by this time?

Mr. GLOVER. Nearly all of them; but a pay roll comes in every once in a while as a claim. Under the practice now the appropriation for 1905 would not be advanced after the 30th of September, 1905.

The CHAIRMAN. You mean 1906?

Mr. GLOVER. No; 1905—after September 30, 1905. They allow us to have one supplemental account. That is for rolls that come in after July 1.

The CHAIRMAN. I do not think you intended to say the words "September 30, 1905."

Colonel CLAY. The fiscal year ended June 30, 1905. Then it would be September, 1906. I mean it would be the fiscal year 1906.

Mr. GLOVER. Yes; it would be the fiscal year 1906, but that money is not advanced or paid for the attendance of witnesses after July 1.

The CHAIRMAN. I understand.

Mr. GLOVER. It is the pay outstanding witness rolls.

The CHAIRMAN. Witness rolls due prior to June 30, 1905?

Mr. KENNARD. Most of that balance for witnesses, 1905, could be turned back into the Treasury at once. We would not be likely to need more than a few thousand dollars of it. It could go back to the general fund.

The CHAIRMAN. It would remain to your credit until July, 1906—two years after the expiration of the date for which the appropriation was made?

Mr. GLOVER. Yes.

#### RENT OF ROOMS FOR UNITED STATES COURTS, ETC.

The CHAIRMAN. The next is rent for rooms for the United States courts and judicial officers, \$95,000. That is an increase of \$15,000.

Mr. GLOVER. That results from the fact that we are continually establishing new places for holding courts.

Mr. KENNARD. That is not an increase over the current fiscal year, because we had \$15,000 appropriated for the current fiscal year in the urgent deficiency bill.

#### PAY OF BAILIFFS AND CRIERS.

The CHAIRMAN. The next is for pay of bailiffs and criers, and forth, \$250,000. That is an increase of \$85,000.

Mr. GLOVER. Criers and bailiffs now get \$3 a day instead of \$2.

The CHAIRMAN. The current appropriation is \$165,000, and your estimate is \$250,000. The increase, you say, is due to the increase of bailiffs and criers?

Mr. KENNARD. Yes; we have \$85,000 appropriated in the urgent deficiency bill, so that the appropriation for the current fiscal year is \$250,000.

## DISTRICT OF COLUMBIA, BAILIFFS AND CRIERS IN COURTS OF.

The CHAIRMAN. Are the courts of the District of Columbia entitled to bailiffs and criers under this appropriation?

Mr. GLOVER. They are not paid at all, I think, out of that appropriation.

The CHAIRMAN. Are you sure of that?

Mr. GLOVER. Yes; I think I am quite sure.

The CHAIRMAN. Are they not entitled to compensation out of this appropriation?

Mr. GLOVER. They are salaried officers, and they were also made deputy marshals in order that they might serve processes outside of court when court was not in session. They would get the same amount of pay whether they are paid out of one appropriation or the other.

The CHAIRMAN. Are the bailiffs and criers of the courts in the District of Columbia here on the roll as deputy marshals?

Mr. GLOVER. Yes, sir.

The CHAIRMAN. So that they have got bailiffs and criers, and the only difference is a difference in name?

Mr. GLOVER. That is the only difference.

The CHAIRMAN. Are they paid out of this appropriation?

Mr. GLOVER. No, sir. Under the act, you know, passed a few years ago they are made salaried officers. They are required to get a salary.

The CHAIRMAN. Under what authority are they designated as deputy marshals and for what purpose other than that for putting them on the rolls as salaried officers?

Mr. GLOVER. To serve processes outside of court hours, when court is not in session.

The CHAIRMAN. Are they clothed with authority to serve processes, when court is in session, as bailiffs?

Mr. GLOVER. Not as bailiffs. That was the reason why they were appointed as deputy marshals in order that they might serve processes.

The CHAIRMAN. Have the courts here the aid of deputy marshals in addition to these bailiffs and criers?

Mr. GLOVER. Oh, yes.

The CHAIRMAN. How many deputy marshals are there here in the city outside of bailiffs and criers?

Mr. GLOVER. There are a whole lot of deputy marshals that attend before justices of the peace. That is a matter of law, too.

Mr. KENNARD. There are 19 outside of those acting as bailiffs. There are 13 acting as bailiffs.

The CHAIRMAN. Thirteen deputy marshals acting as bailiffs?

Mr. KENNARD. Yes, sir.

The CHAIRMAN. How many are acting as criers?

Mr. KENNARD. There is nothing here that shows about their acting as criers. There is a crier for the court of appeals, District of Columbia, paid out of an appropriation, one-half of which is payable by the District.

Mr. GLOVER. If it is a matter of importance we will send this to you. This arrangement is an economical one, as you will see. They have got to have the salaries now, and in this way we get them to serve processes as well as to attend as bailiffs and criers.

Mr. SMITH. Do deputy marshals get more than bailiffs and criers?

Mr. GLOVER. Deputy marshals get such sums as the Attorney General shall fix.

Mr. SMITH. I am not talking about office deputy marshals. You usually have a deputy marshal called an office deputy?

Mr. GLOVER. We usually have from one to a dozen office deputies. In many districts we have had applications to make them all office deputies. That applies to the Western States, where we could not get men to act as field deputies for the compensation allowed by law and it was absolutely necessary to make them office deputies when their whole business was to serve processes.

Mr. SMITH. We have got no answer to the question whether the deputy marshal gets more pay than the bailiff ordinarily.

Mr. GLOVER. They do sometimes, and sometimes not.

The CHAIRMAN. They get a salary?

Mr. GLOVER. The bailiffs and criers, except here in the District, get \$3 a day. That may amount to \$900, or it may amount to \$50 or \$60.

Mr. SMITH. What do these deputies get here in the District?

Mr. GLOVER. \$1,200.

Mr. SMITH. Then you did not mean it when you said there was no difference in the expense?

Mr. GLOVER. As bailiffs they get \$1,200. They do not come under the general law. This is under the Code. The Code of the District here requires that these men who act as criers and bailiffs in court get \$1,200 a year, and in order that we may get further service from them we appoint them as office deputy marshals at the same salary. They only get that one salary and do both services.

Mr. SMITH. Under the District Code the bailiffs here get exactly a third more than anywhere else in the United States. Is not that right? A third more than the maximum anywhere else in the United States?

Mr. GLOVER. Yes.

The CHAIRMAN. That is by reason of their being called deputy marshals instead of criers?

Mr. GLOVER. No, sir; whether they are called deputy marshals or bailiffs or criers it is the same.

The CHAIRMAN. The court expenses of the District of Columbia amount to a very large item. Have you ever considered the question of justice and equity from the standpoint of the government of the District being required to bear one-half of these expenses?

Mr. GLOVER. I think that action was taken last year by the committee, but the appropriation was knocked out on a point of order.

The CHAIRMAN. What is your judgment about it, as to whether or not it should be required of the District to bear one-half of the expenses?

Mr. GLOVER. I suppose, as a taxpayer in Washington, you would not expect me to answer that. [Laughter.]

The CHAIRMAN. I understood you to say that even justices of the peace have these deputy marshals in attendance; that these deputy marshals attend the justices of the peace, whose salaries are paid by the Federal Government?

Mr. GLOVER. I believe that is so. I understand their fees go into the Treasury to the credit of the United States.

The CHAIRMAN. The marshals' fees?

Mr. GLOVER. Yes; the fees that these men earn.



The CHAIRMAN. How do their fees compare with the salaries paid them?

Mr. GLOVER. I do not think I ever took that up. As I recollect, the fees that justices of the peace earn go to the credit of the District, but the fees earned by the deputy marshals, as I remember, go to the credit of the United States.

The CHAIRMAN. The justices of the peace do not earn fees enough to pay their salaries. Do you think the marshals earn fees enough to compensate for the amount paid?

Mr. GLOVER. I could not say as to that. The number of the justices of the peace has been decreased recently. The number is now down to 6, I believe, instead of 10 or 12.

The CHAIRMAN. Are deputy marshals now receiving a compensation in addition to their salaries when acting as criers to courts?

Mr. GLOVER. There is one deputy that brought suit for it and recovered a judgment, and Congress has been asked to legislate upon that subject to prevent it. In the act of May 28, 1896, it was provided that no deputy marshal should be a bailiff, so a deputy marshal can get no compensation as a bailiff; but there was no such provision in the act as to criers. The Department, however, has undertaken, as far as possible, to prevent any office deputy from getting further compensation as a crier.

In a case at Chicago a special representation was made to the Department that at that time, when bailiffs and criers were getting \$2 a day, it was utterly impossible to get competent men in Chicago to act as criers and bailiffs at the compensation then allowed, and strong representations were made to the Department that it was necessary to have those men made deputy marshals in order that they could get competent men. That was before I was chief of the division of accounts, and the arrangement was made with the distinct understanding that the deputy marshal should receive no other compensation as bailiff or crier, especially as crier, and that arrangement went along for five or six years or more, and finally one of the deputy marshals brought suit for compensation as crier. That case was tried in the Court of Claims, and he recovered a judgment. The case will be taken to the Supreme Court. Now, to prevent that possibility we ask legislation.

Mr. SMITH. What is the minimum salary paid to a deputy marshal now?

Mr. GLOVER. You mean an office deputy I take it. An office deputy gets sometimes \$500 or \$600. That is the lowest.

Mr. SMITH. That is the office deputy?

Mr. GLOVER. Yes.

Mr. SMITH. What is the lowest for fees?

Mr. GLOVER. The maximum is \$1,500 a year, except that the Attorney-General may increase that maximum for any particular field deputy up to \$2,500. That is done in quite a number of districts.

Mr. SMITH. What is the fact as to there being a number of field deputies who could not be retained but for their getting additional fees as criers? Are there such ones?

Mr. GLOVER. We do not bother ourselves about the field deputies.

Mr. SMITH. It is just the office deputies?

Mr. GLOVER. Yes; the field deputies are supposed to be located somewhere other than in the office of the marshal?

## RESTRICTION AS TO THE NUMBER OF BAILIFFS AND CRIERS.

The CHAIRMAN. This new restriction as to bailiffs and criers:

*Provided*, That from and after the approval of this Act, when circuit and district court is held by the same judge on the same day and in the same place, per diem shall be allowable for attendance of not exceeding three bailiffs and one crier, except that in the southern district of New York not exceeding five bailiffs may be employed and paid in such cases.

Mr. GLOVER. You gentlemen know well enough that now the almost universal practice is for the district judge to hold both the circuit and district court. I suppose under the wording of the law he might have at least six bailiffs before the court—before the two courts when held by one judge. This proviso would prevent that.

Mr. SMITH. You say three are sufficient?

Mr. GLOVER. Yes; when the two courts are held by one judge. If the judge is holding but one court, there is a grand jury. There is only one grand jury when the two courts are in session, and there is no more work for the bailiffs to do in the two courts than in one, whether the two courts are in session or not.

Mr. SMITH. That is true, I think; but the fact remains that he will have one bailiff in charge of the grand jury and one in charge of the trial jury conferring as to its verdict, and that leaves him no bailiff except, perhaps, one at the door. He has no one to send out on an errand.

Mr. GLOVER. If you think there ought to be in ordinary United States courts more than three bailiffs, you ought to change the law.

Mr. SMITH. They do change the law by appointing one or two of them as circuit court bailiffs and one or two as district court bailiffs.

Mr. GLOVER. In an emergency, when one court is held under section 846, the Attorney-General agrees that more than even three may be appointed for one court. For instance, in this famous Greene-Garnot case it was necessary to take on several, but that had to be included in an extraordinary expense account, as required in section 846.

Mr. SMITH. Are not four bailiffs ordinarily essential while the grand jury is in session in any court?

Mr. GLOVER. In some cases, yes; but they get along generally without complaint with three.

Mr. SMITH. I do not see how they can get along very comfortably with one bailiff out in the trial room and the other in the grand jury and one seated with the court and no one to send out on errands.

Mr. GLOVER. The marshal and office deputy can do that themselves and the three bailiffs.

Mr. SMITH. In the court at my own home they have five.

Mr. GLOVER. The law is for three. The southern district of New York is an exception. That has been in force for a long time.

The CHAIRMAN. This is not the law at present, so far as I read.

Mr. GLOVER. There is no law to prohibit the employment of six if two courts are held by one judge in the same room at the same time. You go to a great many of these courts here and the crier gets up in the morning and says: "Hear ye! the circuit and district courts are now open." The first fifteen minutes are given to district court business and the next fifteen minutes to circuit court business, and so on, back and forth.

Mr. SMITH. The crier has not much to do. I am talking about the bailiffs.

Mr. GLOVER. As you will see, it takes no more to run a court when two courts are in session than one.

Mr. SMITH. Most of the criminal business out in my country is conducted in the district court.

Mr. GLOVER. Often criminal business is going on in circuit courts.

Mr. SMITH. Practically all the criminal business is in the district court; the great body of it.

#### MISCELLANEOUS EXPENSES OF UNITED STATES COURTS.

The CHAIRMAN. The next item is at the bottom of page 306: "For payment of such miscellaneous expenses as may be authorized by the Attorney-General, for the United States courts and their officers, including the furnishing and collecting of evidence where the United States is or may be a party in interest, and the moving of records, \$475,000: *Provided*, That in so far as it may be deemed necessary by the Attorney-General, this appropriation shall be available for such expenses in the district of Alaska." Three hundred and sixty thousand dollars is the amount of the current appropriation.

Mr. KENNARD. There has been a deficiency appropriation of \$115,000 for the current year.

The CHAIRMAN. In the urgent deficiency bill? Has that been allowed?

Mr. KENNARD. Yes. That makes \$475,000 for the current year, the same as is estimated for 1907.

The CHAIRMAN. What is the necessity for this increase?

Mr. GLOVER. Largely the situation in Alaska. That is the biggest feature.

Mr. SMITH. They got \$500,000 last year, Mr. Chairman, in 1905.

Mr. GLOVER. We had a deficiency last year on account of that. The Nelson Act went into effect January 27 last year. Before that we had licenses applicable to all sorts of miscellaneous expenses. Now they have to be paid out of this appropriation. They have to bury paupers and do a whole lot of things up there out of miscellaneous expenses of United States courts.

#### INDIAN TERRITORY—SALARIES OF CLERKS, COMMISSIONERS, ETC.

The CHAIRMAN. The next item is "Salaries of clerks, commissioners, and constables, and expenses of commissioners and judges in the Indian Territory; also salaries of deputy clerks in the Indian Territory," etc., \$102,400. Your estimate is \$41,000 more than the current appropriation. Will you have any balance left at the end of this fiscal year from the appropriation?

Mr. KENNARD. Probably not; nothing more than \$200 or \$300. We had \$329 left for 1905.

The CHAIRMAN. You had \$75,000 for 1905 appropriated, and this is \$101,400?

Mr. KENNARD. The additional amount is to pay the salaries of additional deputy clerks at \$1,200 per annum, as provided by law.

Mr. GLOVER. At every new place where they hold court they require an additional deputy at \$1,200.

## SUPPLIES FOR UNITED STATES COURTS.

The CHAIRMAN. The next item is on page 308, for supplies for the United States courts and judicial officers, to be expended under the direction of the Attorney-General, \$30,000.

Mr. GLOVER. That is the same appropriation as it has been for a number of years.

The CHAIRMAN. Is there any balance left over for 1905, or will there be in this year?

Mr. KENNARD. \$2,475 was left over for 1905.

Mr. SULLIVAN. What does the word "supplies" cover?

Mr. GLOVER. Stationery for district attorneys, and a whole lot of furniture we have to buy for courts held in rented buildings. We send a lot of things up to Alaska.

Mr. KENNARD. Handcuffs, leg irons, revolvers, rifles, etc.

Mr. GLOVER. Rifles for deputies and deputy marshals.

Mr. SULLIVAN. That includes handcuffs?

Mr. GLOVER. Yes; handcuffs and leg irons and Oregon boots, a kind of boot they put up. They use them up in Alaska, because they have no prisons up there to amount to much. They are put on the foot so that they can not be gotten off, and a man can not run away with one of them on.

## SUPPORT OF UNITED STATES PRISONERS.

(See also page 1158.)

The CHAIRMAN. The next item is "For support of United States prisoners, including necessary clothing and medical aid and transportation to place of conviction or place of bona fide residence in the United States," etc., "and not exceeding \$10,000 for repairs, betterments, and improvements of United States jails, including sidewalks, \$750,000." That estimate is the same as your current appropriation. Have you any balance left over for the year 1905?

Mr. KENNARD. Yes, sir: \$58,000.

The CHAIRMAN. Can not this estimate be reduced, then?

Mr. KENNARD. It is questionable whether it would be wise to reduce it in view of the fact that the expenses can not be exactly determined in advance.

Mr. SULLIVAN. In advance?

Mr. KENNARD. In advance; yes, sir.

The CHAIRMAN. Do your expenditures out of the current appropriation indicate that you will have a balance this year?

Mr. KENNARD. They are running about the same as the preceding year. At the close of March 31 we had a balance on hand of \$272,000. But there is \$10,000 to be taken out of this appropriation by reason of the increase of the appropriation for "prosecution of crimes."

The CHAIRMAN. You say \$10,000 can be taken out of this on account of the increased appropriation for "prosecution of crimes?"

Mr. GLOVER. That was the item taken up yesterday.

The CHAIRMAN. Yes.

Mr. SMITH. Did you notice that they wanted their repair fund, the contingent fund for jails, increased from \$5,000 to \$10,000?

## REPAIRS AND IMPROVEMENTS OF UNITED STATES JAILS.

The CHAIRMAN. Yes. What is the reason you ask for an increase in the repair, betterment, and improvement fund from \$5,000 to \$10,000?

Colonel CLAY. One reason is that the jails that were built in the Indian Territory had no provision made for putting any walls around them, so that there is no way to exercise the inmates at all. They have to be kept in the jails and locked up. There should be a wall around each of these jails, inclosing a lot, so that the prisoners could be taken out of their cells and be given exercise.

We do not always use that \$5,000 every year. It does not affect the appropriation, except that it is a permission to use not exceeding that amount, as it becomes necessary during the year. For a number of reasons there ought to be a wall around each of these jails. We put that in so that if it became necessary to expend more than \$5,000 it could be done. We do not mean to say we will expend \$10,000 at all.

UNITED STATES PENITENTIARY, FORT LEAVENWORTH,  
KANS.

The CHAIRMAN. If there are no further questions, we will pass on to the next item—United States penitentiary at Fort Leavenworth.

Mr. GLOVER. That is on page 309.

The CHAIRMAN. You make an increase in your estimate of \$5,000 over the current appropriation.

## SUBSISTENCE.

Colonel CLAY. For subsistence; that is the first subheading. The prisoners have all been removed from the old military prison, and we returned the military prison to the War Department on the 1st day of February.

We also had to return all the grounds to the military authorities, and all the land which we had farmed while occupying the military prison went back to the military authorities, and we had to start anew on our reservation over at the new penitentiary, so that we have not the crops we had before. We will not have 3,000 bushels of potatoes to help us out, and until this coming season we shall be short on our farming products to eke out our subsistence; and the average number of prisoners has increased, and the prices of some articles of subsistence under our contracts for the present year are higher.

Mr. SULLIVAN. Do you work United States prisoners? Do you make them work?

Colonel CLAY. Yes; of course. They are building the new penitentiary. They have done hundreds of thousands of dollars' worth of work there. They do all the farming. Of course we have a farmer to supervise that work.

Mr. SMITH. I ask you whether you work the prisoners in the jails?

Colonel CLAY. No, sir.

Mr. SMITH. There is no provision made for that?

Colonel CLAY. No.

Mr. SULLIVAN. Who works in the United States penitentiaries?

Mr. LA DOW. A man sentenced to a State institution——

Mr. SULLIVAN. You have different systems for the prisoners?

Mr. LA DOW. Yes; in the sense that those in jail do not work and those in the penitentiaries do.

The CHAIRMAN. When a man is sentenced to jail he is sentenced for a short period?

Mr. LA DOW. Yes; or merely to confinement.

Mr. SULLIVAN. And they do no work?

Mr. LA DOW. No; they do no work. Many people are also confined in jails pending conviction. But nobody goes into a penitentiary who is not a convicted man.

### SUPPORT OF UNITED STATES PRISONERS.

Mr. SMITH. I wanted, Mr. Chairman, if I may, to turn back to page 308 for a single question. This item at the foot of page 308 is intended to apply only to prisoners other than those in penitentiaries of the United States, is it not?

Colonel CLAY. The support of the prisoners in the penitentiaries is paid out of the appropriation for these respective penitentiaries.

Mr. SMITH. I notice there is nothing in this language so limited as to indicate that it is for support of prisoners outside of the penitentiaries other than the phrase, "repairs, betterments, and improvement of the United States jails." You answer my question in the affirmative, that this is intended to cover expenses for prisoners other than those in the penitentiaries?

Colonel CLAY. Yes.

Mr. LA DOW. Only about 50 per cent of our prisoners are confined in our own institutions. The other 50 per cent are confined in State institutions.

Mr. SMITH. Does not this include your prisoners confined in jails?

Mr. LA DOW. Yes. We pay for the support of the United States prisoners in jails out of this appropriation. It does not say prisoners in penitentiaries.

Colonel CLAY. I might mention here, what would be interesting to the committee, that I made an inspection of these old jails before the new ones were finished in the Indian Territory, and saw the conditions under which the prisoners were being fed by contract in the Indian Territory. As a result I said to Mr. La Dow: "The moment one of these jails—these new jails of ours—is finished, we will feed our own prisoners."

We got into the first of these jails on the 15th of July, 1904. We got into the second one in September, 1904. We got into the third one in February, 1905, and into the fourth one a month or two later. I am not sure but that it was as late as May. On the 30th of June, 1905, we had saved \$15,199.78 by feeding our own prisoners. They are better fed than they were before. They are in better quarters and are better cared for.

Here are absolute figures up to the 31st of March of this fiscal year. By the returns from all four of those districts, with the exception the returns for this last quarter ending this 31st of March in one district—that is, by returns for all quarters from four districts and three quarters for the other district—we have saved \$15,989.44 that by the end of the year we shall have saved somewhere in the

neighborhood of \$21,000, or over \$36,000 since the new plan went into effect.

We are just about to put that same plan in operation at the United States jail at Fort Smith, Ark., and also that at Guthrie, Okla. I just mention that as a matter of information, to show how it pays the Government to look into the taking care of things itself.

## UNITED STATES PENITENTIARY, FORT LEAVENWORTH, KANS.

### CLOTHING, TRANSPORTATION, ETC.

The CHAIRMAN. The next item is on page 310, for clothing, transportation, and traveling expenses. Your estimate is \$1,000 above your current appropriation?

Colonel CLAY. Yes; that was because the appropriation for the current year was a little too low. The warden says that \$25,000 was as low a figure as could be safely given.

The appropriation for the year ending June 30, 1905, under this paragraph, was practically exhausted. The balance was only 14 cents, June 30, 1905, out of last year's appropriation. It is not safe to have an appropriation as small as that. There ought to be a little margin. Our stock of clothing and material is much lower than before, so that we thought \$1,000 would be a sufficient margin for the warden to go on. Suppose the prison population would increase during the year, too; that will oblige us to make more clothing.

### MISCELLANEOUS EXPENDITURES.

The CHAIRMAN. The next item is for miscellaneous expenditures, in the discretion of the Attorney-General, for fuel, forage, hay, lights, water, stationery, etc. Your estimate there is the same as the current appropriation, \$35,500.

Colonel CLAY. That is the same.

(The Department has just received a letter from the warden of the United States penitentiary, Leavenworth, Kans., under date of May 5, stating that under the act approved April 27, amending the law regulating good time for prisoners, he has been obliged to discharge a number of men, who, under the law, had to be provided with clothing and transportation, and has practically exhausted the funds which he had reserved to cover discharges during the month of June. It was already suggested by the committee and agreed to by the Department that \$1,000 should be taken from the subappropriation "Miscellaneous expenses," and added to that for clothing and transportation. I now suggest that an additional \$1,000 be taken from the subappropriation "Miscellaneous expenses," and added to that for clothing and transportation, so as to make the latter \$26,000 instead of \$25,000.—*Cecil Clay, General Agent.*)

The CHAIRMAN. Have you any surplus of that left over for the fiscal year 1905?

Mr. LA DOW. We expended for the actual three-quarters not quite \$20,000. At the same rate we will have expended for the full year \$26,000. The appropriation is \$35,500.

The CHAIRMAN. How much did you expend in the year 1905?

Mr. LA DOW. That would be \$26,000 for 1906.

The CHAIRMAN. You say for the first three-quarters of the present fiscal year you expended how much?

Mr. LA DOW. I was speaking of 1906.

The CHAIRMAN. I mean 1905. That would show a balance for this current year of how much?

Mr. LA DOW. About \$9,000. We generally leave, Mr. Chairman, under the subappropriation, toward the last of the fiscal year a number of purchases which are necessary, but which we dare not expend the money for in order to avoid the possibility of incurring a deficiency; during the last quarter, when we see that we are able to get through, we make the necessary purchases.

The CHAIRMAN. Could you not transfer \$1,000 from this appropriation and add it to the one just preceding, where you ask for an increase of \$1,000? Could you not do it safely?

Colonel CLAY. I suppose that could be done; yes.

Mr. LA DOW. The miscellaneous appropriation is one that is very elastic, and comprises all sorts of things; and I expect we could take \$1,000 from that and add it to the other.

#### HOSPITAL SUPPLIES.

The CHAIRMAN. The next item is for hospital supplies.

Colonel CLAY. We added \$300 to that because our stock of medicines had got so low that it was necessary to replace it, and have something on hand.

Mr. SULLIVAN. Do you photograph criminals?

Mr. LA DOW. Yes—

Colonel CLAY. And finger print them.

Mr. SULLIVAN. Do you now?

Colonel CLAY. Yes, sir. An amusing incident occurred out there not long ago with some "trusties" in the gang who were working, and one of them put a piece of tobacco on a window sill for safe-keeping, and one of the other "trusties" came along and saw the tobacco and nailed it. After awhile the first "trusty," to whom the tobacco belonged, came along to reclaim it and could not find it, and of course he was convinced that one of his "cotrusties" had taken it—not trustees [laughter]. You must not confuse these with the officials who have recently been brought into publicity by the life insurance investigations.

Mr. SULLIVAN. I am able reasonably to distinguish the two now. [Laughter.]

Colonel CLAY (continuing). Well, he complained to the deputy warden about the loss of his tobacco, and the deputy warden got the record clerk to go down and examine the window sill, and the record clerk went down and sprayed it and carboned it and got the fellow's finger prints, and finally went up to Snooks, the fellow who had taken the tobacco, and said, "Snooks, we want that tobacco." He located him absolutely. [Laughter.]

Mr. SULLIVAN. Do you use the Bertillon system of measurement?

Mr. LA DOW. Yes; supplemented by the finger-print system.

Colonel CLAY. You can not get away from the finger print. That is absolute. We identified a man a few months ago as an escaped convict who had served in the British army and murdered a man.



We got him for some crime or other, for murder or something like that out West, and he was sent to the Leavenworth institution. We had an interchange of information and records with the Scotland Yard authorities, and through that interchange we established his identity by means of his finger prints. We are perfecting our system in that line at Fort Leavenworth.

## SALARIES.

The CHAIRMAN. The next item here is page 312, for salaries, including pay of officials and employees, \$68,100.

Colonel CLAY. Bishop Lillith, who is a Roman Catholic bishop, saw the Attorney-General a few days ago, and suggested to him that at Fort Leavenworth we have a regular chaplain, and also a Roman Catholic chaplain, who gets \$300 a year, to look after the interests of the Catholics there. The bishop suggested to the Attorney-General that he thought the priests ought to get \$600.

The Attorney-General made no recommendation, but directed me to call it to the attention of the committee.

## SCHOOL-TEACHER.

The CHAIRMAN. You ask first here among the new items, for a school-teacher, \$900. Have you a school-teacher now?

Colonel CLAY. The only school-teaching done there now is done at odd times by the chaplain, and he has not sufficient time to devote to it, nor is he the right sort of man. The school-teacher there ought to be a man who knows something about teaching. When I went out there and examined the penitentiary, and down at Atlanta also, the Department thought it was better to put the school-teachers at both penitentiaries on the same footing.

The CHAIRMAN. You asked this in the last appropriation, did you not?

Colonel CLAY. Yes, sir; I think it is a very excellent thing to have a school at each of these penitentiaries. I brought back with me from Atlanta a bundle of specimens of the handwriting of those people, rude criminals, who previously had never learned a letter in their lives and did not know anything more about reading and writing than they did about morals or religion—people who had gone into those penitentiaries in that condition and were now able to read and write. If you turn a man loose from one of those penitentiaries, if he is able to read and write he will look at the world from a very different standpoint from that from which he looked at it when he entered the penitentiary, when he was barred by the absence of ability to read and write from a knowledge or comprehension of a great many things.

The CHAIRMAN. Except the authority for employing inmates of these prisons in connection with the construction of the prisons, you are not authorized to allow them to work there or to engage in the manufacture of anything?

Colonel CLAY. No.

The CHAIRMAN. Is it your theory, then, that inasmuch as Congress has prohibited the authorities from allowing the inmates to work we ought to turn these penitentiaries into educational establishments?

Colonel CLAY. We have not prohibited them from working. There is a provision of law establishing these penitentiaries to the effect that

the prisoners may be employed in the manufacture of articles for use in the penitentiary and for the use of the Government. They make their own clothing and shoes there. They made the bricks out of which they built the new penitentiary. They can manufacture articles for the use of the institution and for the use of the Government. It is a crime, in my opinion, to put a man into a penitentiary and throw him into a cell and lock him in without any occupation. You have only caused a suspension from crime on his part; it does not reform him.

Mr. SMITH. Given a man with criminal instincts, when you teach him to read and write do you simply not convert him from a sneak thief into a forger?

Colonel CLAY. No. We all have certain instincts derived from our first parents.

The CHAIRMAN. Would not industrial education be a great deal better for him?

Colonel CLAY. We are giving him an industrial education. A man with an industrial education ought also to have enough knowledge of the rudiments of book education, for example, to know whether his employer is cheating him out of his wages or not.

The CHAIRMAN. I will trust those who have been in the penitentiary for that.

Mr. LA DOW. A man who has been through a course of stone cutting in the penitentiary at Atlanta can go into the mountain near Atlanta where they employ stone cutters, and get \$3.50 a day as wages, whereas formerly, not having that ability, he could not get anything.

Mr. SMITH. What percentage of those in the penitentiary are capable of reading and writing when they go there?

Colonel CLAY. I have the figures.

Mr. SMITH. Less than 3 per cent of the convicts in my country are unable to read and write. The last time I examined the records they showed that the illiteracy in the penitentiary was less than the illiteracy out of it.

Mr. LA DOW. The illiteracy in the Northern States is less than that in the Southern States, and the inmates at Atlanta are mostly from the Southern States.

Colonel CLAY. When the teaching was done by the chaplains they could not do it satisfactorily alone, and we had to bring in "trusties" to help them. We do not want that done. When they have "trusties" with them as assistants, you do not know what a "trusty" may teach them. The very thing you do not want the inmates to know they are likely to learn.

#### INMATES AND RACE DISTINCTIONS.

The CHAIRMAN. How are your inmates with respect to races; that is, between white and black?

Colonel CLAY. There is no distinction made.

The CHAIRMAN. I mean as to numbers.

Colonel CLAY. I think we have the figures here, Mr. Chairman.

Mr. SULLIVAN. It is a rather sad commentary that the only place where there is no distinction between white and black is in a United States penitentiary. That is absolutely the only place, apparently.

Mr. LA DOW. At Fort Leavenworth at the close of the year there

123 prisoners. There were whites, 649; Indians, 151; colored, Mexicans, 10.

CHAIRMAN. At Fort Leavenworth?

LA DOW. Yes.

CHAIRMAN. Have you the statistics there for Atlanta?

SULLIVAN. Is that the way you classify them—whites, Indians, and colored?

LA DOW. Yes. At Atlanta they received during the year 344 whites, 208; Indians, 19; colored, 117.

#### FARM SUPERINTENDENT.

CHAIRMAN. The next item on which you ask for an increase is superintendent of the farm, from \$800 to \$900.

CLAY. I think when a man undertakes to superintend that there, where we have 700 acres on the reservation—

CHAIRMAN. All under cultivation?

CLAY. No; we shall have under cultivation out there about of it. That man is responsible for all that and the handling of who work there.

#### CAPTAINS OF THE WATCH.

CHAIRMAN. The next is captains of watch, from \$1,800 increased

CLAY. The captain of the day watch and the captain of the watch occupy very responsible positions. They have immediate of the force of guards on duty at that time, and are answer-ly to the deputy warden for the proper conduct of the insti-oring the day and night, and I think it is little enough for get.

CHAIRMAN. Do you think the captains of the watch should as much compensation as the deputy warden?

CLAY. No.

CHAIRMAN. The deputy warden receives \$2,000?

CLAY. Yes; but these are to receive only \$1,000 each.

WIRTH. I notice there is nothing to indicate how many of these You do not say two captains of the watch, but simply cap-the watch.

CLAY. There are two captains of the watch.

#### GUARDS.

WIRTH. Is there any reason why you should not indicate how are of them? There is nothing at all here to indicate how ards there would be for this sum of money.

LA DOW. That we can not determine. It depends upon the in the number of prisoners.

WIRTH. You could indicate what a salary was, could you not?

LA DOW. Yes.

WIRTH. How much do they get apiece?

CLAY. The guard gets \$70. We have 50 guards out at Fort orth at \$70 each. It just takes \$42,000. We had \$42,300 and we are leaving it just the same as it was.

The CHAIRMAN. That will increase their compensation?

Colonel CLAY. We do not want it. We want to leave it just the same as last year, \$42,300.

The CHAIRMAN. Do you want to say "guards at \$70 per month," so much, and not specify the number?

Colonel CLAY. That is immaterial. Say, "50 guards at \$70 a month," if you wish it.

#### ENGINEER AND ELECTRICIAN.

The CHAIRMAN. You are adding to the title of engineer the word "electrician?"

Colonel CLAY. Yes; because we have a big electric plant there. A man must not simply be an engineer; he must not only be a competent engineer, but also a competent electrician.

The CHAIRMAN. Must he be a civil engineer or a stationary engineer?

Colonel CLAY. We have now half of the entire plant put up. We have three 150-horsepower boilers, each of which is connected with a 125-horsepower engine, with a generator attached, to generate the electricity; and the engineer has charge, not only of the three engines, which have boilers, of course, and fire room, but—

The CHAIRMAN. What is the capacity of the engines?

Colonel CLAY. 125-horsepower each.

The CHAIRMAN. You have one engineer and one assistant engineer?

Colonel CLAY. Yes; and we use "trusties" for firemen. Those two engineers have to look after the whole thing. They are responsible for the whole plant; for the steam boilers, and heating apparatus, and electric lights, and dynamos, and the distribution of power that is needed; also for the ice plant and the refrigerating plant, and for the care of the sewerage. The engineer is obliged to inspect every day one or more tiers of cells and report on them. He does all the repairing of plumbing every day. We have little printed forms of reports, on which the engineer has to report.

#### FOREMEN, SHOEMAKER, HARNESS MAKER, ETC.

The CHAIRMAN. The next item is for foremen, shoemaker, harness maker, carpenter, blacksmith, tailor, and tinner, when necessary.

Colonel CLAY. That is just the same as it was last year, the foremen of the shops in those industries.

#### UNITED STATES PENITENTIARY, ATLANTA, GA.

##### SUBSISTENCE, SUPPLIES FOR PRISONERS, ETC.

The CHAIRMAN. The next item, on page 314, is for the United States penitentiary, Atlanta, Ga. The first item is for subsistence.

Colonel CLAY. We leave that just as it was.

The CHAIRMAN. Can you state what your balance was at the end of the fiscal year 1905?

Mr. LA DOW. We can not. We simply took the expenditures for the fiscal year 1906.

The CHAIRMAN. What have been the expenditures for the first three quarters?

Mr. LA DOW. Out of the total appropriation of \$136,180 there has been an expenditure for the first three quarters of \$85,797.

The CHAIRMAN. Can you give it to us by items?

Mr. LA DOW. The first item is for subsistence, \$21,996.

The CHAIRMAN. That would leave a balance of about \$9,000.

Mr. LA DOW. About that.

Colonel CLAY. We just about have enough to go through.

Mr. LA DOW. At the same ratio we would have an expenditure for the whole fiscal year of \$30,000 out of \$40,000, a balance of \$10,000.

(Colonel Clay subsequently submitted the following:)

Estimating the expenses for the support of the penitentiary for the quarter ending June 30, 1906, at one-third of the amount expended under each of the respective subheads during the three quarters ending with March 31, 1906, the balances remaining at the close of the fiscal year would be: Subsistence, \$10,671.23; clothing, \$2,354; miscellaneous expenses, \$6,054.27, with no balances for the hospital or salaries.

At a supplemental hearing before the committee on Saturday, May 5, it was stated to the committee that the gross estimate for the support of the penitentiary at Atlanta could be reduced \$10,000. This deduction should be made by taking \$6,500 from the estimate for subsistence and \$3,500 from the estimate for miscellaneous expenses. I do not think it would be safe to reduce the gross estimate more than this allowance.

The last report from the penitentiary showed the number of prisoners on April 28 as 514. The Department expects to carry out its plan of transferring prisoners to Atlanta, so it is not likely that the population of the institution will fall below 500.

#### UNITED STATES PENITENTIARY, ATLANTA, GA.

Subappropriation.	1905.			1906.		
	Amount appropriated.	Expended.	Balance.	Amount appropriated.	Expended to Mar. 31, 1906.	Balance Mar. 31, 1906.
Subsistence .....	\$40,000.00	\$24,805.72	\$15,194.28	\$40,000.00	\$21,996.58	\$18,003.42
Clothing, etc. ....	18,000.00	12,834.98	5,165.02	18,000.00	11,734.51	6,265.49
Miscellaneous expenses .....	30,000.00	20,826.86	9,173.64	30,000.00	17,959.30	12,040.70
Hospital supplies .....	2,000.00	1,102.95	897.05	2,000.00	1,814.60	185.40
Salaries .....	44,480.00	42,774.33	1,705.67	46,180.00	32,292.84	13,887.16
Total .....	134,480.00	102,344.34	32,135.66	136,180.00	85,797.83	50,382.17

#### MISCELLANEOUS EXPENDITURES.

The CHAIRMAN. The next item is for miscellaneous expenditures.

Colonel CLAY. We want to insert some verbiage there. The verbiage is precisely the same as at Fort Leavenworth. It is to insert after the words "For pay of extra guards when deemed necessary by the Attorney-General," the words "For expense of care and medical treatment of guards, who may be injured by prisoners while said guards are endeavoring to prevent escape or suppressing mutiny." That is included in Fort Leavenworth, and is a very excellent provision, because men who know that they will be taken care of during such time will use their best endeavors in suppressing mutiny like they had out there.

## HOSPITAL SUPPLIES.

The CHAIRMAN. The next is for hospital supplies, including purchase of medicines, surgical instruments, and other supplies.

Colonel CLAY. We leave that just as it was; that is none too much.

## SALARIES, INCLUDING PAY OF OFFICIALS AND EMPLOYEES.

The CHAIRMAN. The next is for salaries, including pay of officials and employees.

Colonel CLAY. In there we inserted "Clerk and school-teacher \$1,200."

The CHAIRMAN. Not exactly. You add the words "Clerk and school-teacher," and increase the compensation from \$900 to \$1,200.

Colonel CLAY. After having been out at Fort Leavenworth and having found the situation there, I said that I would suggest to the committee to make the item just the same in Fort Leavenworth as at Atlanta, for a clerk and school-teacher. That allows the warden to make use of his entire services, not to have him just devote certain hours a day to the school and then loaf, but to use him in useful employment about the office. And by arranging a certain system of relay so that a certain number of men are given instruction one day and another day another number, every man who is in the penitentiary who is available for that purpose can get a certain amount of instruction.

The CHAIRMAN. What occasion have you for a telephone operator there?

Colonel CLAY. They have some 36 stations connecting with the guards in their boxes away out on the wall where the men are at work.

The CHAIRMAN. Is this a switchboard operator?

Colonel CLAY. In the central office.

The CHAIRMAN. Have you a central office?

Colonel CLAY. In the warden's administration quarters.

The CHAIRMAN. Do you have a switchboard?

Colonel CLAY. We have a regular system of telephones connected to the central switch board, the work that you are obliged to take a trust for. I am free to say that I am opposed personally to the use of trustees to the extent to which they are used in the penitentiary. The reason some of the State penitentiaries profess to keep their prisoners cheaply is that the practice has grown up, the wardens in the State penitentiaries being political appointees, that those State wardens have all the clerical work that they can possibly get done by the prisoners which costs nothing, and then they get a record showing that the institutions are run with a cheap administrative force.

If you take a lot of fellows and put them at work in your office—the offices of the warden and deputy warden and the record clerks—there are hundreds of opportunities for them to falsify records, falsify amounts of goods received, the checking of goods received, hundreds of opportunities which are not necessary to go into, because the clerk, for instance, is not expected to do all the clerical labor in the office. He could not do a quarter of it.

The CHAIRMAN. What I was inquiring about particularly is the necessity for a telephone operator.

Colonel CLAY. Because we don't want to use a trusty for that. There should be somebody constantly occupied at that switch board.

The CHAIRMAN. Do you have a switch board?

Colonel CLAY. Yes, sir; so that the messages coming from the guards may not become known to the prisoners; and another reason, all telegraphic messages, and there are a good many, go to the Atlanta office, and are there telephoned to the penitentiary. Now, I hesitate frequently about sending a telegram to the warden, because if it comes to the switch board there is a trusty sitting there——

The CHAIRMAN. How many telephones have you in connection with that?

Colonel CLAY. Thirty-six.

The CHAIRMAN. Isn't your telephone switch board connected with the central in Atlanta, Ga.?

Colonel CLAY. Oh, for that we have to have it connected, of course, with the Atlanta office for the reason——

The CHAIRMAN. Are these 36 telephones independent of the city central switch board?

Colonel CLAY. Yes; there are 4, I think, connected with the city, and there are 32——

The CHAIRMAN. Who has been performing the duties heretofore of a telephone operator?

Colonel CLAY. One of the trusties; and it is not a good plan. These different stations are where one would want—suppose one of the guards telephoned in, and it came to the hands of a trusty. The trusty might garble it, might not deliver it in proper shape. Something might be going on requiring immediate action which this delivery would defeat. If the warden wanted to send messages to the stone shed and the engine room, and there was some reliable person there—at the board——

The CHAIRMAN. You also add the words "and electrician" to the title of the engineer.

Colonel CLAY. Just the same as at Fort Leavenworth.

The CHAIRMAN. The same argument would apply as there.

Colonel CLAY. Yes. We had estimated for \$28,000 for guards, but adopting just the same verbiage as at Fort Leavenworth you could specify the number of guards there, 30 guards at \$70 a month.

The CHAIRMAN. And we can reduce the amount to \$26,000 instead of \$28,000. What is the reason for dropping the tailor and blacksmith and putting them separately down below?

Colonel CLAY. Because they are not simply a tailor and a blacksmith, but foremen of the tailor and blacksmith shops, where we have numerous men employed. And it conforms exactly to the wording in the Fort Leavenworth appropriation, where they are employed in the same way. We have men down there in the penitentiary, blacksmiths, who make our hammers and drills and all those tools that we use in stone cutting, and make beautiful tools.

Mr. SMITH. I notice that the expenses of the penitentiary at Fort Leavenworth, as appropriated for last year, were \$180,000 in round figures, and at Atlanta, \$136,000. That is, there were only 33½ per cent more dollars appropriated for Fort Leavenworth than for Atlanta, whereas Fort Leavenworth had under confinement between two and three times as many prisoners.

Colonel CLAY. Yes, sir. You can double the number of prisoners

at Atlanta and you will not increase the appropriation double for the simple reason that when you have an institution like either of them you are obliged to have the administrative force there, no matter what number of inmates.

Mr. SMITH. But this is a great deal of administrative force.

Mr. LA DOW. We had a balance of about \$34,000 from the appropriations for Atlanta last year.

Mr. SMITH. How much for Fort Leavenworth?

Mr. LA DOW. About \$1,500.

Mr. SMITH. I am seeking to get at whether these appropriations for Atlanta are not out of proportion to Fort Leavenworth.

Colonel CLAY. No; for the reason that the same administrative force has to be provided for.

Mr. SMITH. That is only one item. But you turned back \$34,000 from Atlanta. Now, of course we did not know that, and that is manifestly an overestimate of \$34,000 for that year. Are you not estimating the appropriations, generally, outside of the salaries of officers, unduly high for Atlanta as compared with Fort Leavenworth, and does not this show it?

Mr. LA DOW. No. That would be true if we were not expecting to put more prisoners in Atlanta. As fast as the buildings are completed at Atlanta it is the intention to transfer as many prisoners there from State institutions as can be accommodated.

Colonel CLAY. We would put 50 more there to-day if we had them. We are transferring them there. We did have it up to 542 at one time.

Mr. SMITH. If a man has been sentenced by special judgment a special prisoner, can you transfer him to a Federal prison?

Colonel CLAY. Yes, sir; we transferred 67 prisoners from Jefferson City, Mo., to Fort Leavenworth.

Mr. SMITH. How many more prisoners have you got quarters completed for at Atlanta now than you had completed a year ago?

Colonel CLAY. No more.

Mr. SMITH. Nothing that is appropriated for this year will be in time to be used during the next fiscal year.

Colonel CLAY. We can put 550 prisoners into Atlanta. We have had 542.

Mr. SMITH. Why do you not put them there?

Colonel CLAY. Because it is not feasible to just take them from the penitentiary and put them there. They can be transferred there when, in the opinion of the Attorney-General, certain conditions exist. We have now certain places in mind where we intend to take the prisoners from and transfer them to Atlanta in addition to the natural number there during the year.

Mr. SMITH. You haven't increased your capacity for the year, so you will not increase it in the next year?

Colonel CLAY. We have not had our capacity filled up.

Mr. SMITH. That does not answer my question. You have increased your capacity for the present year, and will not increase it in the next year?

Colonel CLAY. No; but we may increase. We have not increased the capacity the present or the past year.

Mr. LA DOW. But we do contemplate removing to Atlanta in the next year a larger number of prisoners.



Mr. SMITH. Can you just give any reason for that contemplation that would not have obtained last year?

Mr. LA DOW. Yes; the fact that the institution was not sufficiently completed to enable us to do so.

Mr. SMITH. You told us that if you had not completed in the last year the cells——

Mr. LA DOW. Each cell will accommodate two persons.

Mr. SMITH. Will they not always do so? I want to know what is the reason that you contemplate an increase with the same number of cells that you did not make last year?

Colonel CLAY. We didn't have the people handy to put in there last year. We did make several transfers, and at one time we had the number up to 542. We expect to put more prisoners there.

Mr. SMITH. Have you more prisoners somewhere else than you had last year?

Colonel CLAY. I said a few minutes ago that there are several institutions in our minds now from which we propose to take prisoners and send them there.

Mr. SMITH. They were not there last year.

Colonel CLAY. There are several institutions where prisoners are now confined from which we expect to take them to Atlanta.

Mr. LA DOW. From time to time State legislatures will pass laws which very seriously affect and occasionally actually prohibit the use of their institutions for our prisoners. We have to guard against that at all times. This institution at Atlanta will accommodate more prisoners, and we will send them there. If, for instance, Ohio passes a law that prohibits the use of its institutions for our prisoners, we must take them to our institutions. We must have that always in mind.

Mr. SMITH. Your estimate was at least 25 per cent wrong—at least 33½ per cent wrong—last year. That is a very large variation in an estimate.

Mr. LA DOW. You can understand that this appropriation must necessarily be elastic.

Mr. SMITH. Outside of salaries, was it not wrong more than 50 per cent?

Colonel CLAY. The object is to keep as many as 500 prisoners there. We are constantly looking around for places from which we can get those prisoners.

Mr. SMITH. I will tell you a simple method of answering that question. The total appropriations were \$136,000 for Atlanta, of which \$46,000 was under the head of salaries alone. Now, that left less than \$90,000. You have got \$34,000 left, making only \$56,000 that you have spent, so that you made a mistake of over 50 per cent, more than that, too high in your estimate.

Mr. LA DOW. That is the estimate of the amount of money over and above what it actually costs.

Mr. SMITH. They were erroneously high—more than 50 per cent.

Mr. LA DOW. In other words, we did not move the number of prisoners to Atlanta contemplated at the time the estimates were made.

Mr. SMITH. Have you made every estimate for Atlanta from the date you commenced too high?

Mr. LA DOW. Yes, sir; too high.

Mr. SMITH. In every year?

Mr. LA DOW. Yes, sir.

Mr. SMITH. And you have gotten your estimate up now to that of Fort Leavenworth, where there are nearly three times as many people.

Mr. LA DOW. That is correct.

Colonel CLAY. One item on page 317, four clerks, at \$900 each. That item is put in there because of what I said a few minutes ago, the use of trustees. The idea of the Department was to try the use of four clerks at \$900 in the office of the chief clerk, and of the record clerk, and the administrative officers under the warden instead of those trustees who are now used there.

The CHAIRMAN. Have you had any experience in the use of trustees in the last few years that would show the necessity for this?

Colonel CLAY. We have record cards to keep an index showing every United States prisoner in any institution where they are received. As soon as a man comes in they send us a record card with his name and number, the date of his conviction, when his sentence will expire with or without good time, and those are filed. We had to have all of the Fort Leavenworth Penitentiary cards gone over and remade because of the fact that a trusty in the office there falsified those records.

The CHAIRMAN. Then they are not trustees?

Colonel CLAY. Not for that work. I don't think that the United States Government ought to expect, for the sake of saving \$3,000 a year, to allow prisoners in those offices to do confidential work. They enter all the articles that are received and the amounts expended and those that are issued, the weights of material, and attend to all that comes in there.

Mr. TAYLOR. I never went into but one penitentiary in my life, and I found that the chief bookkeeper had been committed for forgery.

Colonel CLAY. In regard to the point made by Mr. Smith the other day as to the appropriation for the Atlanta Penitentiary, I wish to add that we have 514 prisoners there. I have looked over the list since I was here. We have been going through the penitentiaries where we have life-time men, and our object is to put the life-time men in this institution.

In regard to a reduction being made in the appropriation for Atlanta, a cut as to next year, we find that there are as many as 75 who are amenable to transfer to Atlanta, so that the number can be kept up from now on through next year to 500.

Figuring on the cost for last year, and the cost so far this year. I wish to say that it would be feasible to take off \$10,000 from the estimate for next year, and then take off \$10,000 from the support of prisoners, for the reason that in taking these men from the State penitentiaries and putting them into Atlanta relieves us of the expense for them while in other penitentiaries. So the committee may take off \$10,000 from the Atlanta appropriation for next year, and take off another \$10,000 for the support of prisoners, which will be \$20,000. That will be better than to take it all off of the support of prisoners, so you can save that much money.

This deduction from the Atlanta appropriation should be made by taking \$6,500 from the estimate for subsistence and \$3,500 from the estimate for miscellaneous expenses. I do not think it would be so to reduce the gross estimate more than this allowance.

The last report of the penitentiary showed the number of prisoners on April 28 as 514. The Department expects to carry out its plan of transferring prisoners to Atlanta, so it is not likely that the population of the institution will fall below 500.

## UNITED STATES PENITENTIARY AT ATLANTA, GA.

The CHAIRMAN. Colonel Livingston is here and wishes to make some remarks or ask some questions in regard to the Atlanta penitentiary.

## SALARIES OF GUARDS.

Mr. LIVINGSTON. Have you provided in this bill to cover \$75 salaries for guards at Atlanta?

Colonel CLAY. No, sir. At Leavenworth I went over the whole matter with the warden. He had asked there for a slight addition for guards; but, having given up the old military prison, we can get along with just the estimate we have this year at Fort Leavenworth and still pay those guards \$70 per month. That solves the situation at Leavenworth. Now, at Atlanta—

The CHAIRMAN. That begins on page 314.

Colonel CLAY. Leavenworth is on page 312. There, under the subject heading of "Salaries," it says, "Guards, \$45,000," instead of \$42,300. We will not need the \$45,000, but can take the \$42,300. Doing this additional out-of-door work, you would suppose we would need more guards; but having given up the old military prison we knock off several guards, so that with the \$42,300 we have this year we need not get the \$45,000. We can still pay them the \$70 per month.

Mr. LIVINGSTON. What I want to know is not what you are able to pay, but what you are going to pay.

Colonel CLAY. For guards at Atlanta, on page 317, we are getting now \$23,300. We ask for \$28,000. If we get \$26,000 we can—

Colonel LIVINGSTON. Why do you ask for \$28,000 and say if you get \$26,000?

Colonel CLAY. I have gone over the number of guards that we need to have, and we will need only \$26,000 to pay all those guards \$70 a month—to do that and retain the usual penitentiary hours of labor—and they will be satisfied with \$70 a month. I think that will be better than to attempt to disrupt the whole system and cause an expense to the Government of 50 per cent more than it does now by shortening the hours, because you would have in that case to have another force.

Mr. LIVINGSTON. Have you been there lately?

Colonel CLAY. I have.

Mr. LIVINGSTON. Are the warden and guards satisfied with \$70 a month?

Colonel CLAY. I have taken it up with the warden, and he says the guards will be satisfied with \$70 a month.

Mr. LIVINGSTON. With the street-car fare which they have to pay added or deducted?

Colonel CLAY. That is incident to their situation.

Mr. LIVINGSTON. It will be impossible unless you do something to keep your guards here. Five of the best guards you have there now have been offered more pay by the Departments here, and they will certainly come for \$70 or \$75 a month, sure.

Colonel CLAY. There is another side to that, Mr. Chairman. They can get and pass an examination for guard at the penitentiary, and get in as a guard, and then they are in the civil service; it is feasible for them to apply for transfer; whereas in the first instance they

might not get in the civil service if they applied for an examination for the place to which they ultimately hope to be transferred. They will get now into the service as a guard first, and look around for somebody to suggest them for a transfer, and they will come here for less than the compensation that they will accept down there.

The CHAIRMAN. When they are accepted and employed as guards, they are then in the classified service and eligible for transfer?

Colonel CLAY. Yes; and then they will apply to the Department of the Interior or some other Department for a place as a laborer or a messenger, because they think it more comfortable to live in Washington than down there.

The CHAIRMAN. This increase to \$70 a month is an increase of how much?

Colonel CLAY. Ten dollars a month.

Mr. LIVINGSTON. It is due to those guards to say that that is not the inducement to come here. They work ten or fifteen hours a day, and you must admit that it will kill any man to work that long. You said that.

Colonel CLAY. No; I did not say that. I have worked fifteen hours a day myself.

Mr. LIVINGSTON. If there is a man at your side ready at all times to snatch your weapon from you and put a hole through you, it is a strain on a man's nervous system.

Colonel CLAY. It is not all those places that put a man in that peril.

Mr. LIVINGSTON. They are not all that way all the time, but—

Colonel CLAY. I am assured that those men will be satisfied with \$70 a month. I have interviewed a whole lot of them.

Mr. LIVINGSTON. If they are satisfied with \$70 a month then I am satisfied, but the petitions they have sent to me would indicate that they would not be.

Colonel CLAY. I do not think it would be feasible to run in an eight-hour system there. How would a lumberman or a farmer get along if he had to comply with an eight-hour labor law?

Mr. LIVINGSTON. There is no comparison between a farmer or a lumberman and a guard in a penitentiary. The farmer closes up everything at sundown.

Colonel CLAY. I have been a lumberman, and I know you work in that business until it is too dark to see, and then you come home and eat your pork and beans in your shanty, and then go to bed. I have yet to see any penal institution of that sort that has any eight-hour system in it.

The CHAIRMAN. Colonel, let me ask you whether you think, if the salary of these guards were fixed at \$70 a month, the Government would have any difficulty in securing competent men and plenty of them?

Colonel CLAY. My dear sir, it gets plenty of them now, when they are paid only \$60. There were certain guards who occupied particular positions who were given \$70.

Mr. LIVINGSTON. If they are satisfied with \$70, I say it is all right with me. But the point they have made on me, gentlemen of the committee, is this, that they can not stand the hours, and they insist upon it that the hours should be reduced.

Colonel CLAY. There are men who have been years in those places and they are the best men.

Mr. LIVINGSTON. I can show you engineers who have sat by their throttle for ten hours in a day, and in fifteen years' time they are either in their coffins or they are in a lunatic asylum.

Colonel CLAY. Take the chairman of a Congressional committee, for example. He works as many hours or more than these people do. Take Mr. Jenkins, for instance, of the Judiciary Committee. He will be down here at work at the Capitol at 8 o'clock in the morning, and when he leaves here in the evening he takes a lot of stuff home with him, and I have seen him in his rooms at the Hamilton House working until the middle of the night.

Mr. LIVINGSTON. Then you give him six months' vacation in the year.

Colonel CLAY. In that respect, it is true, his situation is better than that of the penitentiary guard. [Laughter.] The chairman of a committee has simply to guard the public purse or the public morals. There is a vast difference, Mr. Chairman, I think, between the guarding of the public morals or the public purse and the guarding of these criminals.

#### COMPLAINTS OF CONVICT LABOR.

Mr. LIVINGSTON. Then, gentlemen, there is another thing that they are writing and wiring me about, and because it is in my district they hold me responsible for what is going on there. They say there is certain work done in the penitentiary down there that is offensive to union labor. There is a trouble down there that seems to be growing. I referred them to the organic act, and the Speaker was sitting here at the time, and the statement was made that you should not do anything in the inside of a penitentiary by machinery.

They say that that act establishing the Federal prisons is being violated. You will notice, if you turn to the organic act, that under it you can not do anything inside of that penitentiary by machinery. All the work in there must be done by hand, and the inmates are not allowed to use machinery, because that competes with outside labor.

The CHAIRMAN. This is under the jurisdiction of the Department of Justice?

Mr. LIVINGSTON. Yes; and the Department of Justice is under our jurisdiction.

Colonel CLAY. What machinery are you referring to?

Mr. LIVINGSTON. Any kind.

Colonel CLAY. What is it?

Mr. SMITH. Have they breaking machines down there that you are talking about?

Colonel CLAY. I would not attempt to cross a bridge unless I knew where it was.

Mr. LIVINGSTON. They are using machinery in there to grind up granite to make cement with, and make walls with it.

Colonel CLAY. How can a prisoner grind up granite with his hands? [Laughter.]

Mr. LIVINGSTON. The law forbids it.

Colonel CLAY. If we were to manufacture any article for the purpose of sale, any article by machinery for sale, that would be another matter.

The CHAIRMAN. This is simply in the manufacture of material?

Colonel CLAY. Yes. We may use a rock crusher there.

Mr. LIVINGSTON. I am not complaining, but I want to call attention to it. They say the act is being violated. I said the understanding when we passed the bill was that all the work possible should be done by the prisoners inside.

Colonel CLAY. That was the intention, so as to give the maximum amount of labor to them.

Mr. LIVINGSTON. I said it was my opinion that it was the policy of the Department of Justice to do that work by convict labor; that every inch and pound of it could be worked up by the convicts, and that I could not control it. The Department of Justice alone controls it under the law. That is the last answer I made.

Colonel CLAY. We are endeavoring, so far as we can, to keep within the law. The law says the prisoners may be employed in the manufacture of articles for the penitentiary and for the Government. We are not making anything for sale to compete with corporation or labor trusts.

Mr. LIVINGSTON. I think you have covered one of the points by promising them \$70 a month. I think they ought to have \$75.

Colonel CLAY. You might suggest that to the next session of Congress.

Mr. LIVINGSTON. If you should have \$28,000 you could do that now.

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MAY 3, 1906.

## REFORM SCHOOL, DISTRICT OF COLUMBIA.

(See also page 1177.)

### SALARIES.

The CHAIRMAN. The next item is the Reform School, District of Columbia. Your estimate is the same as the current appropriation. We have here a supplemental estimate for a reform school building. The urgent deficiency appropriation bill appropriated for preparation of plans for this structure. These plans have been prepared, have they?

Colonel CLAY. My understanding from the assistant attorney-general, Mr. McReynolds, was that he had sent them up to the committee with a letter.

The CHAIRMAN. I have them here, together with the formal estimate of \$100,000, submitted in House Document No. 709.

Colonel CLAY. Yes; showing what could be done in the view of the architect's office, and what the cost would be.

The CHAIRMAN. What buildings were destroyed by that fire?

Colonel CLAY. The original school building was built thirty odd years ago. That was the school then—a large building.

The CHAIRMAN. Did that include the administration building?

Colonel CLAY. It included everything. It was the only building there was which was used as an administration building, with quarters for officers and employees, and kitchen, dining room and schoolrooms, storerooms, hospital, and dormitories for boys.

The CHAIRMAN. From the sketch that has been submitted here it would seem that the plans contemplate—

Colonel CLAY. It contemplates two buildings.

The CHAIRMAN. I understood that there was to be but one.

Colonel CLAY. That is a wise provision, for this reason: That segregates the keeping of the boys with the dormitory and the school-rooms; it takes them away from the administration building.

The CHAIRMAN. Where are these boys sent from?

Colonel CLAY. From the District of Columbia and from outlying districts in the United States.

Mr. SULLIVAN. From what courts?

Colonel CLAY. We have some from the Indian Territory, from Texas, and from a variety of districts.

Mr. SMITH. How about minors convicted in the Federal courts in the States?

Colonel CLAY. Where there is no suitable State institution to send them to they are sent to that school. The Government owns the property, 266 acres. It is a good idea to separate the housing and keep the boys from the other building.

Mr. SMITH. I would like to inquire how the expense of this institution is apportioned between the United States and the District of Columbia?

Colonel CLAY. The District of Columbia has an appropriation in the District bill of \$20,000 to pay for the keeping of these boys at the institution.

Mr. SMITH. Is that all it pays?

Colonel CLAY. That is what the District pays.

Mr. SMITH. Twenty thousand dollars. Is one-half paid out of the Federal treasury, so that they practically get but \$10,000 from the Government?

Colonel CLAY. That I don't know. It is in the District bill.

Mr. SMITH. Or is it \$20,000 from both, or a total of \$40,000?

Colonel CLAY. It is \$20,000.

Mr. SMITH. Isn't it a fact that a great many over half of the people are from the District of Columbia?

Colonel CLAY. At the present time, if this building had not been burned down, we would have had there 33½ per cent of United States boys.

Mr. SMITH. Are two-thirds of them all the time from the District of Columbia, and now more than two-thirds from the District of Columbia?

Colonel CLAY. At the present moment more than two-thirds are from the District of Columbia, because we have directed the United States courts not to send boys there for some time, because of the crowded condition of the school.

The CHAIRMAN. Can United States courts commit minors to State reform schools?

Colonel CLAY. They do where there are suitable ones for them to go to, but the Attorney-General designates the institution to which the boys shall be sent.

Mr. SMITH. It is evident that the District here is not paying anything like its pro rata share of the maintenance of this institution.

Colonel CLAY. The chances are that the number of District boys sent there will come down very rapidly. They have got that delectable place called the Hart Farm School, for which they pass every year, I don't know why, a mandatory act—the Senate, I think, does

that—obliging the Board of Children's Guardians here in the District to send not less than 60 boys to work that farm.

And then they have an industrial home school, and I understand they are building, below the mouth of the Eastern Branch, a colored school of some sort to take boys, and then the Board of Children's Guardians takes these children and distributes them around, and I don't see how it is possible for the number of boys out at the school to keep up.

Mr. TAYLOR. What is the proportion of colored and white?

Colonel CLAY. About 2 to 1.

Mr. SULLIVAN. Which way?

Colonel CLAY. Two colored to 1 white.

I was going to ask the committee to insert in that item for the appropriation for the buildings the following verbiage: After the words "under the direction of the Attorney-General" the words "and in such manner as to give the maximum amount of employment to inmates of said institution." That is, in the construction of the building. That is a good idea. There are a lot of big boys who can go to work and dig the foundations, help with the concrete work, and do a lot of things.

Mr. SMITH. Does this \$29,000 that you ask for here, in the District of Columbia bill, cover all the funds expended at this institution?

Colonel CLAY. Yes.

Mr. SMITH. How many years has the District had two-thirds of all the people out there?

Colonel CLAY. Well, for a number of years.

Mr. SMITH. How do you explain that the estimates have always been so made, then, as to make the Government pay three-fifths of the expense for one-third of the persons confined there?

Colonel CLAY. They were not always so made. When the school was first established the act was just as it is now, excepting that it specified what the rates should be. The District should pay for the keep of the boys. The appropriation was made by the Government for the school, and it was provided that the District should pay \$2 a week for each boy. After the new form of government by the Commissioners had been established, the idea of paying half by the District was mooted and presented at one session of Congress. The provision was made that thereafter the expenses of the school should be paid half by the District and half by the United States.

Mr. SULLIVAN. Right there—was that at the time the \$20,000 appropriation of the District was fixed?

Colonel CLAY. No; for some years they went on paying half and half, when the Government began using this institution more largely for the care of its boys, in view of the fact that it owned all of the property. At the last session of Congress it was provided by the act that went into effect on the 1st of July—it was appropriated just as it is now, the Government paying so much, and the District was relegated back to the original act—that is to say, it was given \$20,000 to provide for its boys, and it made a contract with the board of trustees for \$2 a week.

Mr. SMITH. As I understand it, the whole expense is \$50,000, of which \$20,000 is carried in the District bill, of which the District pays \$10,000 and the Government \$10,000. That makes the actual expense of the two governments \$40,000, the District paying \$10,000. That is the situation, is it not?



Colonel CLAY. That is the situation.

Mr. SMITH. Don't you think that an increased estimate ought to go to the District Committee?

Colonel CLAY. No; I do not think their number of boys will increase.

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SATURDAY, *May 5, 1906.*

REFORM SCHOOL, DISTRICT OF COLUMBIA.

**STATEMENTS OF COL. OECIL CLAY, MR. S. W. CURRIDEN, MR. F. H. DUEHAY, MR. O. E. DARNALL, AND MR. WILLIAM M. SHUSTER, MEMBERS OF THE BOARD OF TRUSTEES.**

The CHAIRMAN. What is the estimated cost of this reform school?

Mr. DUEHAY. One hundred thousand dollars.

The CHAIRMAN. The original building was constructed when?

Mr. DUEHAY. About thirty-five years ago.

The CHAIRMAN. And it was destroyed by fire last December?

Mr. DUEHAY. The 19th of December last.

The CHAIRMAN. At the time of the fire how many inmates were there?

Mr. DUEHAY. One hundred and two in the boys' building that was destroyed.

The CHAIRMAN. Were there any others?

Colonel CLAY. A number of employees were in the building also, quartered in that building.

The CHAIRMAN. How did the number compare with the number you had there the previous year?

Mr. SHUSTER. That was not the population of the school, only the inmates in that one building.

The CHAIRMAN. What is the total population of the school?

Mr. DUEHAY. About 250 boys now.

The CHAIRMAN. Has that number increased materially in the last five years?

Colonel CLAY. It has increased right along.

The CHAIRMAN. Has that number increased materially in the last five years, or has it been practically stationary?

Mr. CURRIDEN. About five years ago the population was increased from an average of 50 or over to a family to 60 or 75 to a family—so large that it was not of advantage to the boys.

The CHAIRMAN. How much of a population is provided for in these two buildings.

Mr. DUEHAY. One hundred boys. One is a family building and one an administration building.

The CHAIRMAN. I notice it is your purpose to detach the administration building from the building occupied by the boys. How many will the building which you intend for the Reform School, the inmates of the school, accommodate?

Mr. CURRIDEN. One hundred.

The CHAIRMAN. Then you make practically no provision for any increase in the number that will be accommodated in this school hereafter in the construction of the building?

Mr. CURRIDEN. None with this construction.

Colonel CLAY. There have been recommendations made for a new family building several times heretofore. While it is true we could care for as many as 318 boys, yet it involves crowding that ought not to be done for moral and other reasons. As a matter of fact there should be provision made for a family building other than provide for in this appropriation for simply replacing the building that was burned.

The CHAIRMAN. What is the estimated cost of this administrative building?

Mr. DUEHAY. About \$60,000.

The CHAIRMAN. And \$40,000 for the school?

Mr. DUEHAY. For the family building; yes, sir.

The CHAIRMAN. You are proposing to put \$60,000 in the administration building to accommodate the administrative officers, with no increase in the capacity of your school whatever.

Mr. DUEHAY. That is replacing what we had—the building that was destroyed.

The CHAIRMAN. The administration building?

Mr. DUEHAY. Yes, sir.

The CHAIRMAN. Was that separate from the school?

Mr. DUEHAY. No, sir; that was the original building, and the boys were housed there with the administration officers.

Mr. SMITH. How high was the building?

Mr. DUEHAY. Three stories and French roof.

Mr. SMITH. So you propose to construct a building two stories high?

Mr. DUEHAY. Yes, sir.

Colonel CLAY. The building that was destroyed was the original building of the school. There were no other buildings, and it was to accommodate everything—the administrative offices, the inmates, the boys, the kitchen—everything included in that one building.

The CHAIRMAN. The thought occurred to me that you are spending more money on the administration building than was necessary in view of the fact that you do not provide for any increase whatever—that is, increased accommodations for inmates.

Colonel CLAY. That building, as I have just said, was built originally as the school. It contained quarters for the administration officers, the superintendent, the assistant superintendent, the matron, and the teachers, and all the official force of the school in that building.

The CHAIRMAN. What did that building cost?

Colonel CLAY. I haven't the cost here, but my recollection is that it cost between \$65,000 and \$70,000 thirty-five years ago. Included in that were the dormitories for the boys, the schoolrooms for the boys, the kitchen, storeroom, everything necessary to run the school, was included in the administration building.

The CHAIRMAN. How much space in the administration building will be occupied for the same purposes in the new administration building?

Colonel CLAY. The kitchen will be there, the dining room for all the boys—300 boys and over.

The CHAIRMAN. In the administration building?

Colonel CLAY. Yes, sir.

The CHAIRMAN. How many officials are there employed there?

Colonel CLAY. About 40 in the school. After the school population

began to increase years ago they built first one family building which contained dormitories and schoolrooms for so many boys—60 or 70. Then as the population still increased they built another one, and after that a third one. Those are what are called the family buildings, and in those buildings reside the teachers, the assistant matrons, who look after the linen and household things, and the other employees are housed in the administration building.

Mr. SULLIVAN. Is forty the total number employed for all purposes?

Colonel CLAY. Forty odd. The exact number for all is 42—matrons and everybody.

The CHAIRMAN. Forty-two is the total number, and the number of inmates at the time of the fire was how many?

Colonel CLAY. At the time of the fire it was 302.

The CHAIRMAN. Then you have 42 people to take care of 302 boys?

Colonel CLAY. The dining-room employees are included in the family of the administration building.

The CHAIRMAN. What material do you contemplate erecting these buildings out of?

Mr. DUEHAY. Brick, with wooden floors and joists.

The CHAIRMAN. It is not contemplated to make it of fireproof construction?

Mr. DUEHAY. No, sir; but we would like to have fireproof construction.

The CHAIRMAN. What would that add to the cost?

Mr. DUEHAY. About 20 to 30 per cent.

The CHAIRMAN. Who prepared these plans?

Colonel CLAY. They were prepared in the Architect's Office of the Treasury Department. The architect who had immediate charge was a man by the name of Simon. He and an assistant came out to the school and I went over the place with them first. They took necessary measurements and discussed various plans of arrangement and how they could utilize up to the top of the second floor certain parts of the wings that are still standing.

The CHAIRMAN. Are you familiar with construction, Mr. Duehay?

Mr. DUEHAY. Somewhat; yes, sir.

The CHAIRMAN. What is the difference in cost of a fire-proof building and a building of slow burning construction?

Mr. DUEHAY. It is hard to answer that question. It depends upon what you mean. A building with wooden floors, wooden joists, and metal partitions would not add much to the cost, say 5 per cent. The partitions are of small cost in the building.

The CHAIRMAN. Do they materially increase the security of the inmates from fire?

Mr. DUEHAY. I do not believe they do.

Mr. SULLIVAN. That would not afford any protection from fire on the roof.

Mr. DUEHAY. No, sir.

The CHAIRMAN. Do you know what the rule is in cities for buildings of this character in respect to making them fireproof?

Mr. DUEHAY. I do not know.

Mr. DARNALL. I think I could speak of not only my own State, but a number of other States that I have visited, and in most of them the institutions there are not fireproof. In a total of fifteen or sixteen

reform schools, I do not think that there are more than one-tenth of them fireproof.

The CHAIRMAN. Would you say the additional cost would be about 20 per cent?

Mr. DUEHAY. Twenty to 30 per cent.

Mr. SMITH. Are these buildings to be attached to nonfireproof buildings?

Mr. DUEHAY. No, sir; they would be separate. This administration building would be attached to a nonfireproof building now up if we used the old wings.

Mr. SMITH. In the rear are still standing some buildings that are fire traps instead of fireproof.

Mr. DUEHAY. That is exactly right.

Mr. SMITH. So that the safety of this administration building would not be very greatly augmented, as long as it is attached to that building, by making it fireproof?

Mr. DUEHAY. No; but still a step in advance.

The CHAIRMAN. There would not be as much necessity for the administration building being fireproof as the one in which the boys are cared for.

Mr. DUEHAY. Not at all. If the boys' building was fireproof it would be a big help.

The CHAIRMAN. Your estimate of cost of that is \$40,000?

Mr. DUEHAY. Approximately.

Colonel CLAY. I may say that perhaps Mr. Duehay's modesty may give you but a slight idea of his ability as a builder. Mr. Duehay built the Rochambeau and is now building that large building on Vermont avenue opposite the Portland.

The CHAIRMAN. You are a practical builder, Mr. Duehay?

Mr. DUEHAY. Yes, sir.

The CHAIRMAN. How long have you been in the building business?

Mr. DUEHAY. Twenty years.

The CHAIRMAN. You are familiar with construction?

Mr. DUEHAY. Somewhat; but I am not as familiar as I might be.

The CHAIRMAN. Does this estimate include all of the plumbing and equipment of the building?

Mr. DUEHAY. I don't know whether it includes the furniture, but all of the plumbing and all of the equipment of that nature.

The CHAIRMAN. The sanitary equipment?

Mr. DUEHAY. Yes, sir.

Colonel CLAY. My understanding is that it includes everything attached to the building.

Mr. DUEHAY. We would like to utilize the labor out there as far as possible if we could provide in the act for that.

Colonel CLAY. I have already suggested that to the committee.

Mr. DUEHAY. By doing that we could make a better showing with the money.

The CHAIRMAN. You could build it for less money.

Mr. DUEHAY. Yes, sir.

Mr. SMITH. I wanted to ask the superintendent whether under the system of administration of these boys the building would be locked at night, or whether you have sufficient guards?

Mr. DARNALL. I will say that in each of our buildings we have a night watchman who stays right with the boys all night. He is

have a door locked or he may not have, but he is there for the purpose of caring for the boys if any of them need anything at night.

Mr SMITH. My thought was as to the necessity for the building being fireproof and as to whether the exits were closed at night.

Mr. DARNALL. If they are closed, they can be opened immediately by the watchman; there are immediate opportunities for exits.

Mr. TAYLOR. You say it is only two stories high.

Colonel CLAY. That was the fact when this building was destroyed, and those 102 boys were just as orderly as this committee is.

Mr. DARNALL. The fire occurred in the middle of the night, and they came out without any disorder at all.

Colonel CLAY. Yes; not only that, but a great many of them assisted in helping to put out the fire, carrying out material to save it.

Mr. TAYLOR. What are the qualifications of eligibility to enter this school?

Colonel CLAY. Boys under the age of 17.

Mr. TAYLOR. From where?

Colonel CLAY. From the District of Columbia or from the courts of the United States.

Mr. TAYLOR. Anywhere throughout the United States?

Colonel CLAY. Yes, where it is feasible to send a boy. Under the law, where States have proper kinds of institutions for the care of boys, the boys from that district may be committed to those institutions, but it is not every State that has institutions of that kind, so that the Attorney-General is then, under the law, authorized to designate the institution.

Mr. TAYLOR. Then it is only the boys who are convicted in United States courts?

Colonel CLAY. They do not take boys from other States.

Mr. TAYLOR. What are the qualifications for eligibility of boys for entrance to this school?

Colonel CLAY. By conviction in United States courts or courts of the District of Columbia.

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THURSDAY, *May 3, 1906.*

## JAILS IN ALASKA.

The CHAIRMAN. We have here a supplemental estimate (House Doc. No. 768) on the subject of jails in Alaska—for the erection of a jail, repairs to the court-house, and construction of fireproof vaults for the records of the clerk of the court, all at Nome, Alaska, \$10,000. Also for the erection of a jail at Fairbanks, \$10,000; and also for the improvement of a jail at Valdez, Alaska, \$5,000; in all, \$25,000, and to be made immediately available.

Colonel CLAY. I would say that this matter, so far as Nome is concerned, came to the attention of the Department last season before the estimate was put in. The condition of the jail up there is execrable, it is not a fit building to keep anybody in, and something has to be done. We are paying \$1,800 a year for it. Mr. Taylor, the Assistant Secretary of the Treasury, who has been up to Alaska, told me that there was a building on the Government reservation there which had theretofore been used as a marine hospital, which was not

needed any more for that purpose, nor for customs purposes, and they would be glad to turn it over to the Department of Justice to be used for a jail if the Department wanted it. It is simply a shell covered with corrugated iron.

Then the condition of the court records came up. The records of titles in Alaska ought to be protected against fire, and there is now absolutely no protection for them. We have made estimates, and it is estimated that for \$2,500 there can be built concrete vaults of sufficient capacity to keep these records in safely. For \$3,000 all that is necessary can be done for the preservation of the records. That would leave \$7,000 for the jail. Now, for \$5,000 we can rehabilitate the old marine-hospital building on the reservation, so as to make the exterior of the jail, and with the remaining \$2,000 we can get the proper iron work put in there, so that we will have a much better jail on better and more solid ground than the other building, which is built on tundra, and about every year you have to take it up and readjust its foundation.

The CHAIRMAN. Do you say you build these out of concrete?

Colonel CLAY. Yes, sir.

The CHAIRMAN. Have you experimented with the use of concrete in buildings in Nome, sufficient to show that they can be built there?

Colonel CLAY. I understand other people have. I think that Judge Wickersham, who is here, can tell us all about that, as well as the conditions at Fairbanks.

#### STATEMENT OF JUDGE WICKERSHAM.

The CHAIRMAN. Judge Wickersham, have you any statement to make in regard to the necessity for this in Nome?

Judge WICKERSHAM. I know the situation of the jail at Nome, as well as at Fairbanks and Valdez. I have been to all three of those places. It is just as Colonel Clay has said, the jail at Nome is an old shell, and I know the building that is proposed to be used in place of it. It is practically as good a building as the old jail building is now, on a much better site, drier, and a better-drained place, and I think the change ought to be made. Certainly a prisoner could get out of the old jail as it is now with a pair of scissors. It is simply a corrugated-iron building.

Colonel CLAY. There will be no rental for the new place. We are paying \$1,800 for the old.

Judge WICKERSHAM. At Fairbanks we are in a worse condition than at Nome. I went to Fairbanks three years ago, and not knowing that there was going to be an influx of people there, a log jail was built costing \$1,500. This building we have now for a jail, and the place contains probably 10,000 people, I think there are 10,000 people in that camp, whereas when this was built there were but 500. A good many prisoners have escaped from the jail. It is a small building, only 12 by 40 feet, one story high, built of logs. People do not have to stay in it unless they have to. Last July one of the guards went in with the meals and one of the prisoners in some way had gotten some pepper and threw it into the eyes of one of the guards, grabbed a knife and stabbed the guards, almost killing both of them, and the prisoners all got out. It costs more to capture the prisoners than to put up a jail.

The CHAIRMAN. Does the Government own the site of the jail as now constructed?

Judge WICKERSHAM. Yes, sir.

The CHAIRMAN. Does it own the site where it is proposed to construct the new jail?

Judge WICKERSHAM. Yes, sir; it will be constructed on the same spot.

Colonel CLAY. Under section 31 of the first title of the Alaska act, the judges of the courts in the different divisions were authorized to build jails where they were deemed necessary, at an expense not to exceed \$3,000 each; but when the Nelson bill was passed, it took away the court funds from which those jails could be built.

The CHAIRMAN. How much do you estimate this will cost?

Judge WICKERSHAM. At least \$10,000 to put up such a jail as is necessary. We have a large influx of people there and a great many criminals.

The CHAIRMAN. How much do you estimate will be necessary to erect the jail alone at Nome?

Colonel CLAY. I just explained that we could get this old building formerly used for a marine hospital and rehabilitate that, which would cost about \$7,000.

The CHAIRMAN. At Valdez, do you think, Judge, that the jail can be repaired sufficiently out of the sum of \$5,000?

Judge WICKERSHAM. Yes, sir; we have a new court-house and jail behind it there, and so far as the jail is concerned it is only the exterior portion. There are no cells or anything of that kind in it at all; it is just one court room, and the purpose of this one is to put cells in. The building is up.

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SATURDAY, *May 5, 1906.*

## LAW BOOKS FOR UNITED STATES COURTS IN HAWAII.

### STATEMENT OF HON. W. P. HEPBURN, A REPRESENTATIVE FROM IOWA.

Mr. HEPBURN. Mr. Chairman and gentlemen, when I was in Honolulu last summer—I was there some seven or eight weeks—I got pretty well acquainted with the bar and the judges there, and I found that they were very much embarrassed and suffered very great distress from the fact that they had no law books, no library.

You remember that was a foreign country until quite recently.

There is not a good library in the whole islands. The nearest approach to it is the private library of the late Judge Estees. He took that with him when he went there. It is old, however, and it has not been well kept up. It is the basis of a good library, but it needs a good many of the later reports.

Judge Dole talked with me about the matter and urged me to see if I could not help them before this committee, and asked me to appear before the committee. Since I got back I received a letter from him. I went to the Attorney-General with that letter, and had a conversation with him, and he wrote me, or rather he wrote to the chairman of this committee and intrusted the letter to me to present to the com-

mittee, asking that an appropriation of \$10,000 might be made to assist in this matter.

He says that it will not be a precedent, he thinks, because of the very great difference there is between the conditions out there and the conditions surrounding ordinary judges, although the many reports of the Supreme Court and Statutes are furnished to all the judges.

The CHAIRMAN. They also furnish the Federal Reporter, do they not?

Mr. HEPBURN. I am not sure about that, but I think, gentlemen, this would be a wise expenditure.

Mr. SMITH. How much is it proposed to expend?

Mr. HEPBURN. Ten thousand dollars is the suggestion in the letter of the Attorney-General.

If you will permit me, Mr. Chairman, I will just hand you these letters.

The CHAIRMAN. Just leave them here and I will insert them in the hearing.

Mr. HEPBURN. The Attorney-General says (reads):

OFFICE OF THE ATTORNEY-GENERAL

Washington, D. C., May 2, 1900.

SIR: I am sending you herein a copy of a letter from the United States judge of the district of Hawaii, in which he urges the need of an appropriation of \$10,000 for the purchase of a suitable library for his court. After considerable hesitation, I endorse his request and recommend that such an appropriation be made.

The library of the late Justice Estee, of that court, which has remained in his chambers since his death and has been used by the court, is for sale for about \$3,350, which is considered a very good bargain. Should the judge be deprived of the use of these books, as is very likely, he would be unable to buy a library adequate for his purposes. Other law books such as the leading English, Canadian, and New Zealand reports and reports of the States are urgently needed in the work of the court.

It is but a few years since the annexation of the Hawaiian Islands and the establishment of a Federal court. Prior to that time there was perhaps little inducement to accumulate an extensive library of American reports.

I do not think that this action should be regarded as a precedent, but should be considered upon the peculiar situation in the Hawaiian Islands.

None of the United States district judges are supplied with law libraries, except the Federal Statutes, Revised Statutes, and the reports of the Supreme Court, and the Department has consistently refused requests for such libraries for a long time. The United States attorneys are in as great need of libraries as are Federal judges. In expense of granting all of them libraries would be very great.

Very respectfully,

W. H. MOODY,

Attorney-General.

HON. JAMES A. TAWNEY,

Chairman Committee on Appropriations, House of Representatives.

Judge Dole's letter is as follows:

UNITED STATES DISTRICT COURT FOR THE TERRITORY OF HAWAII.

Honolulu, November 11, 1900

THE ATTORNEY-GENERAL,

Washington, D. C.

SIR: When Colonel Hepburn was here, a few months ago, I had a talk with him during a call from him at my chambers, in regard to the matter of a law library for the Federal court at this place. I called his attention to the library of the late Judge Estee, of this court, which has remained in my chambers since his death and has been used by me. I do not know what I should have done without these books for there is a fair list of States reports and a number of text-books. I had, on taking office, but a few law books of my own and was not able to make any extensive purchases.

The court-room and chambers being located in the same building with the territorial courts of record located in Honolulu, I have had access to the law library



such courts, which is a good one and is growing, but is located in the next story above mine and at a distant part of the building. When the United States establishes a building for the Federal court at a different place from the present I would be very much handicapped for want of a sufficient library conveniently accessible. It would take so much time to consult the law library of the Territorial courts that such use would be almost impracticable, especially as it is unlikely that the books of that library would be allowed to be taken from the building for the use of the Federal court, and I will be unable, and ought not to be called upon, to purchase an adequate library for the use of the court.

I feel that this is an important center of the Territory of Hawaii, where the main proceedings of the Federal court will almost always take place, and with a separation of Honolulu from the courts and libraries of the mainland and the difficulty of intercourse of the officers and bar of this court with men engaged in the judicial and legal work on the mainland, that it is of vital importance that this court should be furnished with a law library rich in text-books and including reports from as many of the United States as possible and also the leading English, Canadian, and New Zealand reports, with also the reports from one of the colonies of Australia. This would cost something, but it would be worth while and would promote not only speed in the work of the court, but also accuracy in its decisions.

The law books of Judge Estee's collection are for sale and are appraised by a commission appointed by the probate court at \$3,350. They include the following reports, which are not complete up to date: California, Massachusetts, Michigan, New York, Ohio, Ohio State, Pennsylvania, Washington Territory, and Washington. These are in fair order. The text-books are not up to date and need considerable additions to make a satisfactory collection.

I bring this matter to your attention as an important one affecting the standing and necessities of this court, and suggest the propriety of a request from you for an appropriation by Congress for this purpose. I think such an appropriation should be not less than \$10,000, but a smaller amount would be welcome for making a beginning in the collection of such a law library as I feel to be necessary.

Very respectfully,

SANFORD B. DOLE,

*Judge, United States District Court, District of Hawaii.*

Mr. TAYLOR. Do you not think, Colonel, that it would be a precedent for furnishing the courts in Alaska, and such places, similar to Hawaii?

Mr. HEPBURN. It might be in Alaska, but there are but the two places, you know.

Mr. SMITH. Let me ask you. for my own information at least, what is the judicial establishment of the Hawaiian Islands under the law? Do the judges sit en banc as a supreme court for any purpose?

Mr. HEPBURN. I think they do. They have a class of Territorial judges, and they have a Federal judge; and this judge that I speak of, Judge Dole, is the Federal judge.

The CHAIRMAN. They have one Federal judge, and in that respect they differ from the other Territories.

Mr. SMITH. He is not a life appointee?

The CHAIRMAN. Yes; he is a life appointee.

Mr. HEPBURN. He is a very superior gentleman, you know. He was the President of the Hawaiian Republic. He was the man that brought it in, and he was the gentleman who, when the Spanish war broke out, turned over the forts to us and did not declare neutrality. It was a very great convenience to us.

FRIDAY, May 4, 1906.

## DEFENSE OF SUITS BEFORE SPANISH TREATY CLAIMS COMMISSION.

**STATEMENTS OF MR. WILLIAM E. CHANDLER, PRESIDENT OF THE SPANISH TREATY CLAIMS COMMISSION, AND MR. WILLIAM E. FULLER, ASSISTANT ATTORNEY-GENERAL.**

The CHAIRMAN. Mr. Chandler, you are the president of the Spanish Treaty Claims Commission, are you not?

Mr. CHANDLER. I have that honor.

The CHAIRMAN. You have submitted your estimate for defense of suits before the Spanish Treaty Claims Commission. Turn to page 295 of the bill and you will find the first item there contains your estimate. Your estimate is for \$92,000 for the next fiscal year, and the current appropriation was \$112,000.

Mr. SMITH. There is a supplemental estimate of \$20,000—

The CHAIRMAN. Yes; for expenses of taking testimony abroad.

Mr. CHANDLER. The first part of the estimate is Mr. Fuller's, that of the Attorney-General's Office, for defending the cases before the Commission, with which we have nothing to do. Mr. Fuller will explain that.

## EXPENSES OF TAKING TESTIMONY ABROAD.

The CHAIRMAN. Mr. Fuller, how much of the current appropriation will you spend during the present fiscal year under this head?

Mr. FULLER. I think about \$78,000 or \$79,000. We spent last year 79,000 and some odd dollars, and this year I think it will be about the same amount.

The CHAIRMAN. How much of that \$78,000 did you spend during the present year in taking testimony abroad?

Mr. FULLER. I do not know that I can give you that without a little figuring.

In Spain in the last two years it has cost us about \$10,000 a year, and to speak roughly, without figuring, I think over half the total expenditure has been made in Cuba in taking testimony—the employment of assistant attorneys and interpreters in the investigation of cases and taking testimony.

The CHAIRMAN. Half of the total of \$78,000?

Mr. FULLER. I think so. I can give it more accurately with a little figuring.

The CHAIRMAN. What I wanted to get at is how you arrive at the amount of your supplemental estimate for the current fiscal year of \$20,000.

Mr. FULLER. That comes under the head of the Commission. I have nothing to do with that. The \$92,000 comes under my Department.

The CHAIRMAN. This expenditure for taking testimony in foreign countries does not come under your jurisdiction?

Mr. FULLER. No; only to a certain extent. The Commission provides the machinery for taking the testimony; pays the commission-

and the stenographers and typewriters. That has been under the order of the Commission. The \$92,000 is all that comes under the estimate for my Department.

Mr. SMITH. You employ the attorneys abroad and the agents to hunt up the testimony?

Mr. FULLER. Yes; but the Commission has interpreters and commissioners to take the testimony. You must remember this testimony has to be taken in Spanish and translated. There has to be a commissioner present when the testimony is taken and a typewriter and interpreter.

The CHAIRMAN. Is there any part of this \$112,000 which you have for the current year, or of the appropriation for this year, paid for the taking of testimony abroad in foreign countries? You have the current appropriation under this head of \$112,000, of which amount you say you spent \$78,000?

Mr. FULLER. About \$78,000 in the last year.

The CHAIRMAN. What I want to know is whether any part of that has been expended this year in the taking of testimony abroad?

Mr. FULLER. In one sense, yes; in one sense, not.

The CHAIRMAN. Explain in what sense it is and in what sense it is not.

Mr. FULLER. In taking testimony, for instance, in Spain we obtain our testimony by letters rogatory. I have a special agent at Madrid, who has a small force under his supervision who are obtaining copies of the Spanish archives, copies of the reports of the line officers as to operations in Cuba. We have deemed them of great importance, and under the rules of the Commission they are introduced as testimony for what they are worth; reports of operations made by officers at the time are introduced as testimony in the case. Sometimes these reports in a single case will amount to 400 or 500 pages.

The CHAIRMAN. That expense is paid out of this appropriation?

Mr. FULLER. That is paid out of the \$112,000. In Cuba the expense of taking testimony is paid, and the expenses of interpreters, and the expenses of the witnesses, and their per diem and mileage.

The CHAIRMAN. Can you give us the amount, then, that was paid during this fiscal year for the taking of such testimony, as you have stated was taken, out of this \$112,000 appropriation?

Mr. FULLER. I think in round numbers considerably over half of my expense has been connected with taking testimony and paying attorneys in Cuba and Spain. Without taking time to figure it out accurately, I should say in round numbers over one-half.

Mr. SMITH. If I understand you, Judge, the distinction between these two items is that one covers all the expenses incurred by the Assistant Attorney-General in the procuring of evidence, and the other item covers the expenses of the Commission in taking the evidence?

Mr. FULLER. That is the distinction.

The CHAIRMAN. Mr. Fuller, you have in the deficiency appropriation bill for 1905, the general deficiency bill, an appropriation of \$25,000 for expenses of taking testimony abroad, to be available until used, and it is provided that the "said Commission may expend not exceeding \$200 for the purchase of law books, maps, and books of reference." Has any part of that been expended during this fiscal year in addition to the \$78,000?

Mr. FULLER. Is that a special appropriation?

The CHAIRMAN. This is in the general deficiency bill for the fiscal year 1905, \$25,000, which is continued available until it is expended.

Mr. FULLER. That does not come under my Department. That is under the Commission.

The CHAIRMAN. That is for taking testimony abroad?

Mr. FULLER. In the sense I have explained.

The CHAIRMAN. None of it has been expended by you in work connected with taking testimony which comes under your jurisdiction?

Mr. FULLER. No, sir.

Mr. CHANDLER. Mr. Fuller's appropriations all read "for defense of claims," and any others are appropriations for the Commission, which I will explain.

Mr. SULLIVAN. These appropriations for taking testimony abroad have not heretofore been included in this appropriation of \$112,000 for defense purposes, have they?

Mr. FULLER. I should say not. The \$112,000 I have been receiving before is all that has been appropriated in connection with the defense of these cases.

Mr. SULLIVAN. And the appropriations for taking testimony abroad have been independent appropriations?

Mr. FULLER. Yes, sir.

The CHAIRMAN. How much of the \$78,000 that you say will be expended this year will be expended for salaries under your jurisdiction? The item reads "For salaries and expenses in defense of claims before the Spanish Treaty Claims Commission."

Mr. FULLER. I might say the greater portion of it is for salaries.

#### SALARIES PAID.

The CHAIRMAN. What salaries do you pay your assistant attorneys? You are the only Assistant Attorney-General?

Mr. FULLER. Yes.

The CHAIRMAN. What salaries do you pay the assistant attorneys?

Mr. FULLER. They get from \$200 a month to \$350 a month.

The CHAIRMAN. How many assistant attorneys have you?

Mr. FULLER. Four here and six in Cuba.

The CHAIRMAN. How many have you here in Washington?

Mr. FULLER. Five on the regular rolls. That includes, I should say, special counsel, who is paid by the month and receives compensation at the rate of \$5,000 a year, payable monthly; Dr. Hannis Taylor.

The CHAIRMAN. That includes special counsel?

Mr. FULLER. One special counsel.

The CHAIRMAN. He is paid \$5,000?

Mr. FULLER. Yes, sir; paid by the month.

Mr. SULLIVAN. Where are these at \$350 per month paid? Here or in Cuba?

Mr. FULLER. Here.

Mr. SULLIVAN. They are constantly employed?

Mr. FULLER. Yes. They are valuable men.

The CHAIRMAN. How many employees have you in your department?

Mr. FULLER. I think, altogether, 21. That is my recollection. I have it right here.

The CHAIRMAN. That includes assistant attorneys and special counsel?

Mr. FULLER. My force is almost entirely assistant attorneys.

The CHAIRMAN. How many stenographers and typewriters have you?

Mr. FULLER. There are two at work in my office.

The CHAIRMAN. What salaries do they receive?

Mr. FULLER. One hundred dollars a month.

The CHAIRMAN. Senator, the Commission has an appropriation carried in the general deficiency bill for 1905, an appropriation of \$25,000, to continue available until used, for the taking of testimony abroad, and you have submitted a supplemental estimate of \$20,000 to be carried in this appropriation bill for the same purpose. How much of that \$25,000 has been expended?

Mr. CHANDLER. The last time I inquired, within two or three weeks, it was \$6,000.

The CHAIRMAN. Six thousand dollars?

Mr. CHANDLER. Yes, sir.

The CHAIRMAN. So that it is about \$19,000—in the neighborhood of \$19,000—that is still available?

Mr. CHANDLER. No; \$6,000 left; excuse me, about \$6,000 is left.

The CHAIRMAN. The balance was about \$6,000?

Mr. CHANDLER. Yes, sir.

The CHAIRMAN. And you estimate that service will require an additional appropriation for the current fiscal year of about \$20,000?

Mr. CHANDLER. I think so, for the fiscal year. Of course, if you should only give us money enough to go until next winter it might be less. From the way business is being done I think that amount would be sufficient for the year.

The CHAIRMAN. Is that all of the money appropriated by Congress, either in appropriation bills or by permanent appropriation, that the Commission has that is available to the Commission for taking testimony abroad?

Mr. CHANDLER. No, sir.

The CHAIRMAN. What other appropriations have you that are available for taking of testimony in foreign countries?

Mr. CHANDLER. Whatever may not be expended at home of the standing appropriation of \$50,000.

#### PERMANENT APPROPRIATION OF \$50,000.

The CHAIRMAN. Can you state what that permanent appropriation can be expended for and is expended for?

Mr. CHANDLER. It can be expended for any purpose, including expenses of taking testimony abroad.

The CHAIRMAN. Does it include the salaries of the Commission?

Mr. CHANDLER. Yes, sir. As a matter of fact, I think the expenditures outside of taking testimony abroad do not reach \$50,000. In a general way, I should say there is \$1,000 or \$5,000 of the \$50,000 appropriation that may be expended for taking testimony abroad. There are five commissioners at \$5,000 each. That is the salary by law. Then there is a clerk at \$3,500, and an assistant clerk at \$2,000; and those expenses and those for some minor clerks, and the expenses of the rent, and the general expenses of the building, with the stationery which we use here and in Cuba, and which Mr. Fuller uses also, are paid from the \$50,000; and I should say in a general way it

would take \$45,000. When asking for more, it being for taking testimony abroad, I have always stated that as the purpose.

SENATE DOCUMENT NO. 308.

Have the committee seen Senate Document No. 308, Fifty-ninth Congress, first session—the President's message? That document contains, on page 3, under the head of "Liberal arrangements to pay the expense of testimony for claimants," a statement of the whole subject: and I may add further that there is nothing about the Commission of any sort that has happened in five years that can not be ascertained either from this message or from the documents that are referred to in this message.

LIBERAL ARRANGEMENTS FOR TAKING TESTIMONY OF CLAIMANTS.

Up to about a year after the Commission was organized the expenses of the Attorney-General's Department and the expenses of the Commission were all one. That was manifestly an inadvisable arrangement, and they have been separated since April, 1902, and I can not add anything to the desirability of continuing this liberal arrangement in taking testimony abroad beyond what is stated on page 3.

We furnish two commissioners at \$2,500 apiece. We furnish interpreters and typewriters. The claimants, in taking their testimony in Cuba, are obliged to do nothing except bring their witnesses there and examine them. We furnish the commissioners and interpreters and typewriters, and we make three copies of the depositions.

The CHAIRMAN. Is the testimony taken in Spanish or in English?

Mr. CHANDLER. It is all taken in English. The question arose immediately after the Commission was organized, whether we would have the depositions taken in Spanish and brought over here and translated, or whether we would have them translated on the spot, and the Commission deliberately decided to have everything translated into English on the spot. There is a commissioner, an interpreter, and a typewriter, and the interpretation is done on the spot, and nothing comes to us except the English.

The CHAIRMAN. The testimony is taken in shorthand, is it not?

Mr. CHANDLER. No, sir; I think not. The typewriter writes it out immediately. The process is slow, but it is sure. If there is any debate over the English meaning of a word or phrase it is fought out there.

The CHAIRMAN. It is taken down by the typewriter?

Mr. CHANDLER. Yes. The typewriter makes the three copies at once, and the whole controversy over the meaning of the Spanish is disposed of then and there, only there is this provision in our rule, that if anyone wants a particular Spanish word or a particular Spanish sentence preserved it may so come to us. It makes the taking of testimony slow and expensive, but you see it relieves the Commission entirely from the trouble of interpretation here.

The CHAIRMAN. Would it not be equally accurate and greatly facilitate the work and reduce the cost to have it taken in shorthand, if it is interpreted in English, and have it written out on the typewriter?

Mr. CHANDLER. No, sir. It requires a little longer to take it on the typewriter, but at the time it is taken there are the three copies and the witnesses go away, and it is all done before the separation.

Mr. Chairman, on this page 3, you will notice I refer to letters to Mr. Cannon on January 3, 1903, and to Senator Allison and Chairman Hemenway on April 9, 1904, and January 30, 1905, which are printed here; and I take occasion to say in the letter of January 30, 1905, to Mr. Hemenway, that no more of the appropriation of \$25,000 now asked for will be expended than an accurate and careful conduct of the public service, according to the system authorized by Congress, will require; and we have been gratified at the success of this system and of this method of taking testimony.

The question whether that was too liberal treatment of the claimants has been submitted in those letters to the Appropriations Committee, saying, "If you do not approve of that, stop it;" but we think that is right.

#### EMPLOYMENT OF INTERPRETERS.

The CHAIRMAN. Are these interpreters sent from here to Cuba and Spain, or do you obtain them there?

Mr. CHANDLER. The interpreters in Cuba are obtained there by Mr. Massey, the principal commissioner to take testimony. Mr. Fuller has other interpreters to aid him in preparing his cases. He employs those.

The CHAIRMAN. They are local interpreters you use there?

Mr. CHANDLER. Local interpreters in Cuba.

The CHAIRMAN. And those that are used in Spain are sent from here?

Mr. FULLER. No. I have one special agent in Madrid who is thoroughly conversant with the Spanish language, and he obtains such assistants as he needs there.

#### EXPLANATION OF THE WORK IN SPAIN.

Mr. CHANDLER. I would like to make a brief explanation of the work in Spain. Mr. Fuller has this gentleman. He has some discretion, and he states in this message that the system of taking testimony in Spain is perfectly satisfactory. The Spanish Government furnishes all the copies from its archives that we ask for, and we made an order that the claimants shall have the same access to these that the Attorney-General has.

Then we send over letters rogatory when testimony is to be taken of Spanish officers, and the Spanish Government takes the letters rogatory and the interrogatories and the Spanish officers appear and answer all the questions. They do that in Spanish, and those have to be interpreted; but whatever comes from there, giving us light on transactions in Cuba, is at the service of both sides. It has been a singular success at last, considering the early delays in getting testimony from Spain.

The CHAIRMAN. The Government in the past has had treaty claims commissions, has it not? Has the Government ever heretofore created a treaty claims commission for the purpose of settling claims of a similar character to these which you are engaged in determining?

Mr. CHANDLER. Certainly.

The CHAIRMAN. Has the policy of these commissions been to send our agents and representatives abroad for the purpose of taking testimony for the benefit of the claimants in any one of these commissions?

Mr. CHANDLER. I do not recall the case of a domestic commission

now the facts of which would be of use to you. The commission that settled the claims of the ten years' war in Cuba was a mixed commission, and Spain paid the awards in that case. Of course Spain produced her evidence, and the United States Government produced the evidence of her citizens. In the present matter Spain has no interest in the amounts paid and has nothing to do with them except to furnish the Attorney-General with the necessary evidence to submit to the Commission.

The CHAIRMAN. You think this policy of sending our representatives to Cuba and Spain for the purpose of taking testimony has enabled the Commission the better to determine the merits of the claims that are submitted, and has resulted in a saving to the Government in the matter of the final payment of claims?

Mr. CHANDLER. Beyond all question. The method that has been adopted for having the cases tried and submitted to the Commission, although it is quite expensive, is wise, and has resulted in giving the Commission a knowledge of all the facts which could not have been obtained in any other way. The law required that the Commission should sit in Washington, and there was no other way to ascertain the facts except to have them put on paper in Cuba and in Spain.

The CHAIRMAN. Under the law, what is the length of time for the filing of claims?

Mr. CHANDLER. It expired in one year from April, 1901.

The CHAIRMAN. What is the aggregate of claims that have been filed?

Mr. CHANDLER. All the statistical evidence you will need you will gather from that document.

The CHAIRMAN. It is covered in that document?

Mr. CHANDLER. Yes, sir; and if there is anything that the members of the committee who are looking into this subject would like to know after going over this Document No. 308, I would like to come up and give it to you.

Mr. SULLIVAN. There is something, Senator, outside of this document that I would like to know, and I will call your attention to that later. I would like to ask you first a question about the document itself. This is the first message of the President, is it not, concerning the Spanish Treaty Claims Commission that has been sent to Congress?

Mr. CHANDLER. I think it is.

Mr. SULLIVAN. And the message was sent, was it not, as a result of two resolutions passed by the House requesting information concerning the business of the Commission?

Mr. CHANDLER. It was sent after the two resolutions were passed.

Mr. SULLIVAN. Immediately after?

Mr. CHANDLER. Very soon.

Mr. SULLIVAN. And the date of the message is April 9. As a matter of fact, this message did not reach Congress until April 16, did it? Although the President in his message of April 9 declared that be "herewith" transmitted the message, it did not actually reach here until April 16?

Mr. CHANDLER. That is a mistake.

Mr. FULLER. In the Senate.

Mr. SULLIVAN. No, reach Congress.

Mr. CHANDLER. That is a mistake.

Mr. SULLIVAN. When did it reach here?



Mr. CHANDLER. April 9.

Mr. SULLIVAN. Are you certain about that?

Mr. CHANDLER. Yes, sir.

Mr. SULLIVAN. Where did it come?

Mr. CHANDLER. To the House and Senate, on that day.

Mr. SULLIVAN. In the ordinary procedure it would have gone to the document room of the House?

Mr. CHANDLER. I looked into the Record, Mr. Sullivan, and I noticed that the Senate ordered it printed, but in the House it was referred to the Judiciary Committee, and was not ordered printed.

Mr. SULLIVAN. The message itself came to Congress on the 9th. There is no mistake about that.

Mr. CHANDLER. To both Houses?

Mr. SULLIVAN. The Document No. 308, which the President in his message says he therewith transmitted, did not reach Congress, however, until a week later.

Mr. CHANDLER. You are mistaken about that.

Mr. SULLIVAN. You say it reached the House?

Mr. CHANDLER. The House and Senate.

Mr. SULLIVAN. If it reached the House, it would have gone to the document room of the House. I called at the document room of the House and it had not arrived. I called each day for it, and it did not arrive until the 16th of April. I made an inquiry, and I received this information, which perhaps you can verify, that the message had not been here at all, but that the proofs were at the office of the Spanish Treaty Claims Commission for revision. Is that correct?

Mr. CHANDLER. It is correct that the proofs of the Senate document were sent to me.

Mr. SULLIVAN. What Senate document do you refer to?

Mr. CHANDLER. The proofs of the copy that went to the Senate came up for proof reading to me; but an exact duplicate of the document came to the House on the 9th and was referred to the committee, as I think you will find the House proceedings of the day show.

Mr. SULLIVAN. The remarkable feature of it is that this printed document which I hold in my hand did not reach the document room of the House until April 16, a week later.

Mr. CHANDLER. That may be as to the printed documents. That was simply a delay in printing them. But they must have been in the Clerk's office or in the committee room of the Committee on the Judiciary, if it was the Judiciary Committee to which it was referred, the whole of this matter—

Mr. SULLIVAN. That is possible—

Mr. CHANDLER (continuing). But it came in duplicate to the House, and I noticed it was only ordered printed in the Senate. I had asked the privilege of reading the proof, and it came to me in a day or two, and was sent back to the Senate, and I think you are quite right in saying that the printed document did not get to where you could see it until April 16.

Mr. SULLIVAN. That is what I meant.

Mr. CHANDLER. There is no doubt about that.

Mr. SULLIVAN. You have not made any annual reports to Congress?

Mr. CHANDLER. No, sir.

Mr. SULLIVAN. And the only information you have ever sent to Congress has been sent as a result of requests from the Senate from

time to time concerning the transaction of business by the Commission?

Mr. CHANDLER. When inquiries have been made they have been answered, and I think perhaps on one or two occasions I have written other letters to chairmen of committees, which have been published.

Mr. SULLIVAN. To the chairman of the Appropriation Committee in connection with appropriations asked for?

Mr. CHANDLER. Yes, sir.

Mr. SULLIVAN. And the only other documents relating to the Commission, except those I have just spoken of, have been letters written by the Commission or by you to the President relating either to the business of the Commission or stating the grounds for the extension of the life of the Commission?

Mr. CHANDLER. I think you are correct.

Mr. SULLIVAN. That is correct, is it not?

Mr. CHANDLER. Yes.

#### CONTINUANCE OF THE COMMISSION.

Mr. SULLIVAN. Under the law of March 2, 1901, which established the Commission, its life was limited to two years, subject to the provision that the President might extend it for periods of six months at a time, but it was clearly in the mind of Congress that the Commission would be able to finish its business within the two-year limit.

Now, I have noticed in some document an expression of opinion as to the time when the Commission will finish its work, and the nearest approach to definiteness is a statement by the Assistant Attorney-General, made last year in his report of the defense of cases, that he hoped the Commission would finish its business in two years. That is as nearly definite a statement as we have ever received from the Commission or the Attorney-General's Office as to the probable termination of the business of this Commission, is it not, Senator?

Mr. CHANDLER. It is. The letter of Mr. Fuller is on page 29, dated February 14, 1905, and above it is my letter to Mr. Hemenway, dated February 27, 1905. Mr. Fuller says:

Taking these matters into consideration, I will say that with reasonable expedition I should hope that a large majority, at least, of the pending claims should be disposed of in the next two years.

My statement is:

The Commission hopes that within two years its work will have nearly reached its conclusion.

Those are the only predictions which have been ventured upon.

Mr. SULLIVAN. Taking into consideration the experience of past commissions, those two predictions simply illustrate the triumph of hope over experience?

Mr. CHANDLER. I like that rhetoric, and use it myself occasionally, so am not disposed to criticise you for using it, but would like to make an explanation.

Mr. SULLIVAN. I will give you plenty of opportunity to do so later. I find the total appropriations made for the cost of administration, including the expense of defending claims up to the present time, have been \$853,000, of which, according to the report of the Secretary of the Treasury, contained in Document No. 683 and dated April 6, 1906, or 13

\$624,607.46 have been used. And according to the same report awards to the number of twelve have been made, which have been paid, the aggregate of which is \$86,740. That is a correct statement of facts, is it not, Senator?

Mr. CHANDLER. That is undoubtedly the correct statement of facts (the amounts awarded being included in the \$624,607.46) which the Secretary of the Treasury had when he made his report; but he did not include some later expenses, and he did not include all the awards of the Commission.

Mr. SULLIVAN. Those two particulars I have knowledge of and intend to speak to you about later. He makes a statement about some accounts and claims which have been received, but have not been acted upon, aggregating \$17,000.

Mr. CHANDLER. And also omits some of the awards that had not been certified over because the sixty days had not expired.

Mr. SULLIVAN. And those six later awards bring up the aggregate of awards to \$362,252.

Mr. CHANDLER. They do.

Mr. SULLIVAN. The work of settling these claims is divided into two branches, as I understand it, Senator; one which is conducted by the Commission, and the other conducted by the Attorney-General or Assistant Attorney-General, Mr. Fuller, who has charge of the defense of claims before the Commission.

Mr. CHANDLER. You may say three branches, counsel for claimants, counsel for defense, and the Commission, which is the deciding body.

Mr. SULLIVAN. Has the Assistant Attorney-General in charge of the work of defending these claims any other work to do for the Government than this?

Mr. CHANDLER. Mr. Fuller does nothing else.

Mr. SULLIVAN. That was the purpose of the law, of course.

Have any of the assistant attorneys employed under you, Mr. Fuller, in the defense of these claims any other work to do for the Government besides this?

Mr. FULLER. No other; no, sir.

Mr. SULLIVAN. All the claims possible to be filed have been filed, namely, 542, as I understand it?

Mr. CHANDLER. Yes, sir.

Mr. SULLIVAN. And of these, according to your recent report, 321 remain to be disposed of.

Mr. CHANDLER. That is correct.

Mr. SULLIVAN. How many cases of those remaining are now ready for decision by the Commission?

Mr. CHANDLER. Four I think. There have been three submitted since the report, on page 7, stating that there was one ready for decision.

Mr. SULLIVAN. What is the status of the remaining 317? I do not mean in detail?

Mr. CHANDLER. The statement on page 7, of document 308, is correct.

Mr. SULLIVAN. And is this it briefly: That there are 154 cases in which no testimony of the claimants has been taken. There are 55 in which some testimony has been filed, but not all that is expected. That there are 17 in which the testimony is completed, and 94 which are not yet at issue on answers. That is an accurate statement of the case, is it not?

Mr. CHANDLER. Yes, sir; that was meant to be an accurate statement, as well as we could make it without mentioning any case more than once.

Mr. SULLIVAN. Having in mind the purpose of the act of Congress to dispose of these cases speedily, how comes it that the Commission has not ordered all the claimants to complete their pleadings at this time, five years after the establishment of the Commission?

Mr. CHANDLER. The Commission has made orders for the furnishing of more specific statements in many cases where the Attorney-General wanted more facts before completing the pleadings, and in many cases the claimants have omitted to amend their petitions after demurrers were sustained. In these cases the Commission thinks it has taken all the action that was necessary, has done all we ought to do to hurry up the claimants.

For the purpose of explaining the situation I will say that the question of review of the decisions of the Commission by the Supreme Court has been a troublesome one. You will see that it was called to the attention of the President by me on May 16, 1902, and no final decision of that question has been made.

Mr. SULLIVAN. You have not inserted in your report a copy of that letter to the President?

Mr. CHANDLER. Yes; at page 13. I think nearly everything is here and in other documents, a list of which is recited on page 8. Naturally, the claimants, where demurrers were sustained to their petitions, would not want to be forced out of court as long as they hoped to get to the Supreme Court for a review of the decisions rendered by us.

Mr. SULLIVAN. The letter I had in mind was not that one. I refer to a communication from you to the President in which you stated your views in opposition to the granting to the claimant a right to obtain a writ of certiorari from the Supreme Court.

Mr. CHANDLER. That is the only letter, May 16, 1902.

Mr. SULLIVAN. Have you opposed certiorari?

Mr. CHANDLER. Not unless it is to be inferred that I oppose it from the letter of May 16, 1902.

Mr. SULLIVAN. I think it is clearly inferable from that letter that you did oppose it.

Mr. CHANDLER. I can not help any inference that you wish to draw. I should not consider that an inference myself from it.

Mr. SULLIVAN. In that letter you say:

Whether additional and final decisions in the cases shall, through appeals, grow as a matter of right, be recorded in formal opinions of the Supreme Court of the United States, for the first time in the history of such commissions, is the question for Congress now to determine.

Did you not insert that language in the letter to the President for the purpose of giving your opinion, at least inferentially, that it would be unwise, "the first time in the history of such commissions," to give the court the right to review the decisions of the Commission?

Mr. CHANDLER. No; I did not insert it for any other purpose than what would be implied from the document, and that can not be implied from the document.

Mr. SULLIVAN. Then, if that answer of yours is correct, how do you explain this further language in the same letter, namely:

The members of the present Commission have no personal wishes upon the question of giving or withholding an absolute right of appeal from their decisions.

only desire an inquiry by Congress into the reasons why no such appeal has been hitherto given in similar cases where the result would have been a series of decisions upon controverted questions of international law by the Supreme Court of the nation, to be in future controversies with other nations considered as absolutely binding upon the United States, although not binding upon the governments of the other countries.

What was the purpose of that insertion if not for the purpose of influencing the President's mind against certiorari?

Mr. CHANDLER. For the purpose of bringing up every consideration which ought to be given before the decision of such an important question. The intention was to state the situation exactly, to state the question that ought to be considered, and then leave it to Congress to decide.

Mr. SULLIVAN. Then it was simply for the purpose of informing the conscience of the President that you wrote that letter?

Mr. CHANDLER. Informing the mind. It was simply for the purpose of putting the exact situation before Congress.

Mr. SULLIVAN. That is only one side of the situation?

Mr. CHANDLER. All sides of the situation.

Mr. SULLIVAN. Why did you not call the President's attention in that letter to section 13 of the act, which reads:

When the Commission is in doubt as to any question of law, arising upon the facts in any case before them, they may state the facts and the question of law so arising and certify the same to the Supreme Court of the United States for its decision, and said court shall have jurisdiction to consider and decide the same.

Did it not occur to you, inasmuch as the rules of decision which were laid down by your Commission, and were supported by a bare majority, namely, three to two, that there were some questions which might properly be called doubtful questions, and which under section 13 of the act you were bound to have certified to the Supreme Court for final decision?

Mr. CHANDLER. Section 13 was called to the attention of the President.

Mr. SULLIVAN. By whom?

Mr. CHANDLER. In the letter. It was not necessary to recite the whole section. It says:

The counsel for the claimant also, after the decision was announced, requested the Commission, under section 13, as it stands, to certify the question of law already decided to the Supreme Court for its decision; but the Commission declined to transmit such certification.

The members of the present Commission have no personal wishes upon the question—

Mr. SULLIVAN. Pardon me; that has been already read.

Mr. CHANDLER. Do you put a limit upon my repeating it?

Mr. SULLIVAN. Not at all, if it serves a useful purpose. I shall not interfere; go ahead.

Mr. CHANDLER. I do not admit, and am not going to admit, that anything that I said was not sincerely said.

Mr. SULLIVAN. I did not expect you to make any such admission; that is not the purpose of my inquiry. But you have stated here that your sole reason for using the language of which I spoke in your letter of May 16 was to present all the facts in the case to the President concerning the bill which was then pending in Congress. The statement which I made was that it was clearly inferable from the language used by you in that letter that you were opposed to certiorari. That statement you controvert.

Mr. CHANDLER. Not certiorari.

Mr. SULLIVAN. Certiorari or appeal, it makes no difference.

Mr. CHANDLER. The counsel for claimants sometimes make a difference between certiorari and appeal, but the effect is the same.

Mr. SULLIVAN. The effect is the same, it gives the right of review to some other tribunal. And you replied that you simply wanted to state all the facts to the President.

Now then I ask you if it is not a fair inference that you opposed certiorari from all the matter contained in this letter, namely, from your statement, that never before in the history of these commissions has a higher tribunal been permitted to review the findings of commissions; and that the review of these findings by the highest tribunal of the country would be binding upon the United States in future controversies with other nations, and not binding upon the other countries; together with your presentation of the reasons against certiorari to him without stating the fact that three members of your commission sustained the rules of decisions which you proposed to adjudicate cases upon, while two of them dissented from it.

Mr. CHANDLER. The letter of May 16 refers to the decision in the *Maine* cases, and states exactly what had taken place, that the decision by four commissioners, with one dissenting, was the reason why the claimants asked Congress to grant an appeal. I will now look to see when we announced any opinions in other cases, and I find that we did not make any other decision until November 24, 1902. So all the important decisions we had made at that time was the decision in the *Maine* cases, and as I stated, that was a decision four to one.

Mr. SULLIVAN. But my statement that the rules of decision which were adopted by your Commission and which were formally announced to claimants in the cases and embodied in documents sent to the Senate in December, 1903, were sustained by three of your members and dissented from by two of them. Isn't that correct?

Mr. CHANDLER. Yes; but of course you did not mean to ask me why I didn't state that fact in my letter of May 16, 1902.

Mr. SULLIVAN. That is what I do. When did you adopt your rules of decision? Was it not prior to May 16, 1902?

Mr. CHANDLER. No; I have just called your attention to the fact that it was not until November 24, 1902, and that at the time the letter was written there had been but one decision, and that I called to the attention of the President—that there was one dissenting opinion.

Mr. SULLIVAN. The decision prior to that had been 4 to 1?

Mr. CHANDLER. The *Maine* cases had been decided 4 to 1.

Mr. SULLIVAN. How about the other cases?

Mr. CHANDLER. The later cases?

Mr. SULLIVAN. No; the prior.

Mr. CHANDLER. There had not been any.

Mr. SULLIVAN. The *Maine* cases, then, were the first disposed of?

Mr. CHANDLER. Yes, sir.

Mr. SMITH. The battle ship *Maine* cases?

Mr. CHANDLER. Yes, sir.

Mr. SULLIVAN. Under the rules of decision adopted by you on November 24, 1902, why have not most of these cases been disposed of, Senator?

Mr. CHANDLER. For the reason that our rules allow the trial of special cases; they may be fairly prosecuted under our decision.

And because there has been a reluctance on the part of claimants (who felt that they could not make their cases special to bring them within our rules of decision) to let them go off the docket. They have waited for two reasons, to make careful inquiries to see whether they could bring their claims within our principles, and hoping that there might be a certiorari granted by the Supreme Court and they might get our decisions overruled.

Mr. SULLIVAN. But in the nature of the case or cases, how could these claimants improve the statements of the cases made originally by them; in other words, it is presumed that these attorneys representing these claimants were fairly conversant with the facts of the cases which they sought to establish, and having stated their cases in their petition, how could they expect to improve the statement of the later simply because demurrers which had been filed had been sustained—in other words, I presume it is fair to assume that they stated all the facts upon which they were obliged to depend in the first instance. I would like to get information on that point.

Mr. CHANDLER. The claimants had to meet, in the case of damage by insurgents, the necessity of proving that Spain did not exert due diligence to protect them, and in cases of damage done by the Spanish troops of proving that the damages were wantonly and unnecessarily done. Their attention not having been directed to these points as vital, they naturally begun to scrutinize their petitions and their facts to see whether they could make these cases special, and in very many of them they did succeed in so amending their petitions that the Attorney-General joined issue in an answer, and those cases are pending. But I should think that the larger number of claimants whose cases are delayed feel that they can not make cases under the rules we have laid down, and are only waiting, hoping to get our opinions reversed by the Supreme Court.

Mr. SULLIVAN. That is my understanding of it.

Mr. CHANDLER. And it is merely a question of good judgment as to how much Mr. Fuller shall press them to drive them out of court for want of prosecution, or what part the Commission will take in that business. It is primarily the duty of the Attorney-General to do that.

Mr. SULLIVAN. Do you mean that it is primarily his duty to do that?

Mr. CHANDLER. To move to dismiss cases!

Mr. SULLIVAN. You have it all the time within your power to order these cases to hasten.

Mr. CHANDLER. Primarily, if a case ought to go out of court for want of prosecution, it is the duty of the Attorney-General to move it; but as a matter of fact, of the cases that we took up on January 29 and 30, 1905, and February, 1906, we had, of our own motion, issued orders to show cause in 107 cases. That statement is in document No. 308, page 31, and it shows that in all the cases where the Attorney-General had moved to dismiss and where we had issued orders to show cause, the claimants came in and said they did not want dismissal; they were doing the best they could to find whether they could bring the cases within our rules, and they did not disguise the fact that they hoped the rules could be changed by the Supreme Court, and said that they were pressing again with earnestness the proposition that they should have certiorari.

And will you allow me to say here that notwithstanding this letter of mine of May 16, 1902, the House did pass the appeal bill, and it

was reported favorably in the Senate committee, and failed at that time and subsequently.

Mr. SULLIVAN. Do you know why it failed?

Mr. CHANDLER. Subsequently bills were introduced, but have never been pressed for decision. I think I may say that one reason was the embarrassment that grew out of the battle ship *Maine* cases. I am inclined to think that the appeal bill would have gone through at that time had it not been for the fact that Senators were unwilling to have the question of the right to recover in the *Maine* cases go to the Supreme Court.

Mr. SULLIVAN. Did the Commission oppose the appeal?

Mr. CHANDLER. I answer you on that question; no more than in what we said in the letter of May 16, 1902.

Mr. SULLIVAN. Then there was no further communication with the Senate, or any Senators, by any member of your Commission on the question of appeal?

Mr. CHANDLER. I may have talked with them.

Mr. SULLIVAN. In your talk of course you opposed the appeal?

Mr. CHANDLER. By what authority do you say that I opposed it, when I told you I did not?

Mr. SULLIVAN. I am asking you this question now.

Mr. CHANDLER. Ask me a question, but don't say: "Of course you did do so and so."

Mr. SULLIVAN. That is a question.

Mr. CHANDLER. You have no right to say it.

Mr. SULLIVAN. Do you deny it?

Mr. CHANDLER. Of course I do. If you had said to me: "Did you, in those conversations, oppose the appeal?" I would have answered. I would have said: "Of course I did not." That is not a proper way to ask a question.

Mr. SULLIVAN. I am enlightened now. I said you did oppose it.

Mr. CHANDLER. Do you want it down more than once?

Mr. SULLIVAN. You are the one prolonging the controversy. I accept your statement.

Mr. CHANDLER. You put on record the assertion that I did oppose it after I said that I did not.

Mr. SULLIVAN. Your simple denial would have settled it.

Mr. CHANDLER. I am willing to stand by the record.

Mr. SULLIVAN. So am I.

Let me ask you if you are not opposed to certiorari?

Mr. CHANDLER. No.

Mr. SULLIVAN. How long have you not been opposed to certiorari?

Mr. CHANDLER. I have said that I have never been opposed to transferring the questions in these cases to the Supreme Court if, after looking at all the considerations involved, as stated in my letter of May 16, 1902, Congress thought it wise and best to do so.

Mr. SULLIVAN. Yet, notwithstanding that, notwithstanding your Commission has been divided in opinion on these cases, you have never yet certified a single case to the Supreme Court under section 13 of the bill.

Mr. CHANDLER. No.

Mr. SULLIVAN. And you don't intend to?

Mr. CHANDLER. I am not able to say that.

Mr. SULLIVAN. Speaking for yourself?



Mr. CHANDLER. I am inclined to think not, for the reason that it is so easy for Congress, if Congress thinks that every case where there is a difference of opinion among the Commission ought to be taken up to the Supreme Court. It is easy for Congress to say so.

Mr. SULLIVAN. If a commission by a vote of 3 to 2 lays down rules of decision, isn't it fair to assert that it may fairly be considered a doubtful question of law?

Mr. CHANDLER. It is not fair to say on a law that says when the Commission is in doubt it shall send cases up—that wherever there is a division of opinion the case ought to go up. That is what I call an unworkable provision.

We have never been asked to send up cases excepting the *Maine* cases, and there we found four were quite sure that there should not be recovery, and had no doubt about it. One thought there should be recovery, and had no doubt about it. That did not seem to be a case where the commission was in doubt.

Mr. SULLIVAN. Under your rules of decision, announced on November 24, 1902, it is a fact, is it not, that none of these claimants may hope to recover except by establishing, first, in the case of loss by the insurgents that the damage might have been prevented by the exercise of diligence by the Spanish authorities; and, second, in the case of damage caused by action of the Spanish authorities, that the action by said authorities was wanton and unnecessary?

Mr. CHANDLER. I would prefer not to expand or expound the decisions that we have made. They speak for themselves.

Mr. SULLIVAN. That is a fair statement of it, isn't it?

Mr. CHANDLER. I would not undertake to say that it is.

(The reporter was requested to repeat the question asked by Mr. Sullivan.)

Mr. CHANDLER. I am not willing to expound a decision. It is stated in an elaborate opinion, which was printed as Senate Document No. 25, Fifty-eighth Congress, second session, and I prefer not to expound the opinion.

Mr. SULLIVAN. I have read it, and it seems to me that that was a fair statement of it.

Mr. CHANDLER. I am not called upon to say whether your explanation and application of our principles is correct, and I would prefer not to do so.

Mr. SULLIVAN. I will ask Mr. Fuller if he has any objection to stating whether or not that statement is a fair statement.

Mr. CHANDLER. It is perfectly proper for Mr. Fuller to answer; I would rather not.

Mr. FULLER. I think that the—

Mr. SMITH. Now, I don't want any misapprehension about this. I think this statement is not correct.

Mr. FULLER. I will state what I understand to be the decision of the court.

Mr. SULLIVAN. I wish you would. I want you to make the statement.

Mr. FULLER. On page 4 of Senate Document No. 308 the statement shows the principles as laid down by the court. I prefer to state the answer in the language of the court, and I will give it.

Mr. SULLIVAN. Perhaps we can shorten it. I don't think we need to be at cross purposes about it. It is a perfectly simple question.

The first three statements there, Mr. Fuller, can be properly said to be included in the statements which I have made. There is no controversy, for instance, that the United States would not be liable for any claim for which Spain was not liable. Nor does it controvert the statement that the insurrection in Cuba had not been war in an international sense; and that where the insurrection had gone beyond the control of the parent government the general rule is that such government is not responsible for damage. As a matter of fact, the statement that I made was properly included in paragraphs 4 and 5, on page 4.

Mr. FULLER. Yes, sir; I think that is a correct statement.

Mr. SMITH. Before you pass from that will you not allow me to clear up a matter that I think is unjust to the witness?

Mr. SULLIVAN. By all means.

Mr. SMITH. Do you understand that the court meant to lay down a rule of law that the claimant must establish that the destruction was both wanton and unnecessary before in any case he could recover? To make the question more plain: If it is true that the destruction of the property by the troops of Spain was absolutely wanton, would that not itself, so far as you know, constitute a cause of action against the Government of the United States without proving anything further?

Mr. FULLER. I think so.

Mr. SULLIVAN. Clearly everything which is wanton is unnecessary.

Mr. SMITH. It may be the recovery could be had if it appeared that it was absolutely unnecessary without showing that it was absolutely wanton.

Mr. FULLER. Possibly so, under certain circumstances.

Mr. SULLIVAN. I have no quarrel about that.

Mr. SMITH. Don't try to prove one fact instead of two.

Mr. SULLIVAN. I may have inadvertently said "wanton and unnecessary" instead of "wanton or unnecessary." You have taken extraordinary means of correcting it; it might have been done more simply.

Now, in such instances, in case of damage by the Spanish authorities and damage by insurgents, the burden of proof is upon the claimant to show in the first case that the acts causing damage were wanton or unnecessary, and in the second case that the insurgents' acts causing damage could have been prevented by the Spanish authorities if they had exercised due diligence. On that understanding of the case, could not practically all the cases before the Commission be disposed of adversely to the claimants?

Mr. FULLER. I think, if the decision of the court stands as already made, that three-fourths of these cases are ended.

Mr. SULLIVAN. That was my judgment. Can you tell me why they have not been disposed of in accordance with that rule?

Mr. FULLER. Yes.

Mr. SULLIVAN. If you will, please.

Mr. FULLER. Several questions arise, and several matters to consider. The Commission threw the burden upon the claimant—not only the burden of proof, but that they should set forth the cause of action in their petition.

I will say right here that if that had not been the rule I would not have been able to make much of a defense, as I had no clients; I had no such means of information as these claimants had. You can readily see why it is important to me in defending these cases that the rule

ants should give me a very clear understanding of their case in the petition. I did not know what officer did the damages, and I filed motions to ascertain that fact in order that I might obtain testimony from those officers as to the truth. I simply speak of this to show the position that I was in.

Now as to the effect of this judgment. There were a good many of the claimants that filed what I call skeleton petitions, alleging no special facts. Since the decision was made they have been endeavoring to ascertain those facts. The Cubans, their clients, are in many cases ignorant, do not understand their attorneys' letters, and the attorneys are finding difficulty in obtaining the facts, so as to set them up in their petitions. They are quite positive that they can set up facts that will relieve them from the difficulties of the decision of the court if they are given time.

Mr. SULLIVAN. In the nature of things they will find it extremely difficult, if not impossible, to find such facts, will they not, Mr. Fuller? In other words, they have to establish what I have stated here.

The burden of proof is on them to establish one of two things, according to what their petition states; and in order to establish those things it is necessary for them to get the Spanish officers to admit that they were negligent in not preventing loss by insurgents; or that they had participated in acts of wanton or unnecessary destruction. And in the nature of things the Spanish officers will not give such testimony against themselves, will they?

Mr. FULLER. I don't know as to that. They should be able to obtain the facts.

Mr. SULLIVAN. Not having any financial interest in the controversy, they might perhaps; but is contrary to human nature to expect them to do it.

Mr. FULLER. Now I want to give you an illustration. We have just tried a case known as the Hormiguero case, if Mr. Chandler will excuse me for referring to it. It has not been decided, but has been tried and is now pending. We went into that case thoroughly as to the question of diligence. There was over three-quarters of a million dollars involved. The claimants spent, as was stated by their counsel in making his argument, over \$25,000 in obtaining their testimony. They went into the question of diligence from the commencement of the insurrection, February 24, 1895, up to the 15th of December, 1895, about ten months, and they followed the invasion of Maceo and Gomez for nearly 600 miles through the island.

The testimony amounted to over 3,500 pages. Step by step the insurgent army and the Spanish army was followed. The claimants' attorney took four days in opening up his case. He charged lack of diligence on the part of the Spanish officers in several places—at least five—and endeavored to show that there was a lack of diligence on the part of the Spanish officers. On the part of the Government I attempted to show that there had been the greatest diligence under the circumstances, and that Spain could not be charged with lack of diligence.

I simply speak of this, in answer to your question, to show you that we have taken up that very question under the decision and gone into it thoroughly in an argument that took eight days to present to the court, and the record contains over 3,500 pages of testimony.

Mr. SULLIVAN. What was the result of that case?

Mr. FULLER. The case is pending, and will be decided in a few days. There are three-quarters of a million dollars involved.

Mr. SULLIVAN. Was much time occupied in disposing of the 152 *Maine* cases.

Mr. FULLER. They were fully argued on demurrer.

Mr. SULLIVAN. They were disposed of on demurrer?

Mr. FULLER. Yes; there were lengthy oral arguments made, also printed briefs. The firms of Herbert & Micou and Dudley & Michener, of this city, and Mr. Charles Henry Butler, now reporter of the Supreme Court, engaged in those cases, presented very exhaustive briefs; and we filed briefs on the part of the Government, and they were all argued at length orally before the court. After the decision they were again argued on amended petitions.

Mr. SULLIVAN. Do you know how many days were devoted to all of the arguments in the *Maine* cases?

Mr. FULLER. I think there were three or four days—several days.

Mr. SULLIVAN. Put it at the utmost a week. Do you know how long after the arguments were finished before a decision was made, or does Senator Chandler happen to know that?

Mr. FULLER. I think they were argued the last of November or the first of December, 1901.

Mr. SULLIVAN. And decided adversely to the claimants on March 6, 1902?

Mr. FULLER. That may be the date; I don't remember.

Mr. SULLIVAN. It is so stated in Document No. 308, on page 15, in your report, which is a copy of the report on Spanish claims for 1902.

Mr. FULLER. Yes; I see. March 6, 1902, stated in my report.

Mr. SULLIVAN. Those were not regarded as cases of extraordinary difficulty for the Government, were they, Mr. Fuller?

Mr. FULLER. In one sense they were, for the reason that there was but very little precedent. I don't remember that that question ever arose before in a commission as it did in the *Maine* cases.

Mr. SULLIVAN. Senator, I will ask you how many days have been devoted to hearings on the petitions of claimants by the Commission?

Mr. CHANDLER. It is impossible for me to answer without examination.

Mr. SULLIVAN. Will you as quickly as possible furnish that information to the committee?

Mr. CHANDLER. I will furnish all the information I can on that point.

Mr. SULLIVAN. I find that on February 27, 1905, there was only one case in which all the evidence had been completed, final argument heard, and actually before the Commission for decision.

Mr. CHANDLER. I can not say positively, but it is quite likely that that is correct.

Mr. SULLIVAN. I assume that that case was the one which was decided on the 28th of February, 1905, award No. 4, the case of Gasper A. Betancourt.

Mr. CHANDLER. That is quite likely.

Mr. SULLIVAN. And the next case was decided on March 16, 1905—I am reading from page 32 from your report of awards. The next on March 20, 1905. The next on June 17, 1905. The next, the same date, June 17, 1905. The next, September 1, 1905. The next, November 23, 1905. The next, the same date; the next, the same date. The

next, December 21, 1905. The next, the same date, and that is the last one of that year. That is a total of 11 cases decided in 1905.

Now, at that rate of decision, Senator, with 320 cases remaining, it would take over twenty-eight years to dispose of the remaining cases, would it not?

Mr. CHANDLER. I don't care to answer that question.

Mr. SULLIVAN. Why not?

Mr. CHANDLER. It is a mere matter of arithmetic, which does not need an answer from me, when assuming that because after five years of work and these cases are rapidly reaching decision, therefore there will only be so many in each year. Assuming that is not a wise assumption.

Mr. SULLIVAN. What do you say as to the time when these cases will be disposed of?

Mr. CHANDLER. I will answer that question. If there is no appeal or transfer of cases on certiorari to the Supreme Court, so that cases will come back to the Commission for decision, I should think that the great bulk of cases could be disposed of within a year from this time, either by dismissal or decision. There will naturally be special cases where there will be difficulty in getting evidence from Spain or where the Commission may be in doubt; those might linger. But I should say that the bulk of these cases would be disposed of one way or the other finally in the course of a year. That was Mr. Fuller's estimate, and mine, a year ago, and it remains our opinion that the great bulk of the work would be done within two years from the spring of 1905.

Mr. SULLIVAN. Now, how long from that date do you anticipate it would take to finish the remaining ones after the bulk of them had been disposed of?

Mr. CHANDLER. It is impossible to say whether there may be or may not be special cases which for reasons that do not now occur to me would be delayed.

Mr. SULLIVAN. If at the expiration of that year the bulk of the cases are disposed of, and it is impossible for us to ascertain how long it will take to dispose of the remainder, do you think it would be good governmental policy to continue the Commission or transfer the remainder to the Court of Claims, that being a permanent tribunal?

Mr. CHANDLER. It might be possible a year from now to tell how much longer it would take to dispose of the cases then remaining on the docket. It can not well be decided now. Exactly what policy should be pursued after this Commission has done substantially all its work and closed up economically the business I would not undertake now to say.

Mr. SULLIVAN. That is, what the policy should be?

Mr. CHANDLER. I would not undertake to say what the policy should be. But I may add the remark that Congress made the law, not the Commission, and it provides for five persons with these salaries; that they shall hold their meetings in Washington, and await the presentation of evidence by claimants and by the Attorney-General. Of course it would be advantageous to have the whole business completed by those five commissioners if their lives were spared long enough to do it. If there is any other way of doing what work we shall leave undone after a year or more from this time, I would not undertake to say what it is.

Mr. SULLIVAN. But I take it you are very clear that if at the end of

a year it would take, say, only six months to finish the remainder, the Commission should of course be allowed to finish those.

Mr. CHANDLER. I have expressed no opinion as to what the Commission should be allowed to do.

Mr. SULLIVAN. Do you think it would be policy for the Government to allow the Commission to remain in existence six months longer to finish, if they could do it in that time?

Mr. CHANDLER. Undoubtedly, if they could do it in that time. There would be some inconvenience in transferring the cases from this Commission, that has been dealing with them, to the Court of Claims to finally deal with them, the Court of Claims never having investigated the questions. If the Court of Claims would be governed by the principles that we have laid down, then all they would have to do would be to close up the remaining cases upon those principles or to apply any different principles that might be sent to the Commission from the Supreme Court.

Mr. SULLIVAN. The Court of Claims passes upon questions of international law regularly, does it not?

Mr. CHANDLER. Not very often; they never have had any such cases as these.

Mr. SULLIVAN. Did it not do so in dealing with the French spoliation claims, and doesn't it do so regularly? The reason I ask the question is because the attorney who has charge of the defense of claims stated yesterday that it did; and in the annual report to the Attorney-General you will find enumerated the French spoliation claims under the head of cases disposed of by the Court of Claims.

Mr. FULLER. On examination of the report of the Court of Claims I find that there are very few cases where international questions have been considered before that court.

Mr. CHANDLER. Now, this is my statement in regard to that: The French spoliation cases went to the Court of Claims practically with a direction to pay them—ascertain the damages and pay them. The question of law was practically foreclosed. It is quite true that the court reviewed the whole subject at the request of the Attorney-General, and Mr. Justice John Davis delivered a long opinion showing that there was justice in the payment of the claims; that they ought to be paid, but the decision to pay the French spoliation claim was really made by Congress, and it left nothing for the Court of Claims to do except to find out the damages.

In our present cases, with the questions of international law involved in passing upon \$60,000,000 of claims sent to us to decide, we have spent five years in ascertaining what principles we would lay down, and in applying those principles. I do not remember of any other cases involving questions of international law that have gone to the Court of Claims.

Mr. SULLIVAN. Are members of your Commission engaged in the private practice of law?

Mr. CHANDLER. Yes; Mr. Diekema and Mr. Wood have law firms at their home residences. Mr. Maury has law cases once in a while.

Mr. SULLIVAN. Have you any record of absenteeism of members of the Commission?

Mr. CHANDLER. I should not use that word "absenteeism." I should not consider it as applying. If you mean how much they have

been here and how much at home, there is no record. All meetings of the Commission must be held here, and the construction never has been given by us to the law as requiring our constant attendance in Washington.

Mr. SULLIVAN. The law does not say so, and I did not think anyone ever construed it so—that they should give all of their time.

Mr. CHANDLER. No; we have not done that. I have not practiced law myself, although I have given a great deal of gratuitous advice on private or public questions to my friends. Mr. Fuller and his force have given continuous service, and have done no other law business. Except that, Mr. Hannis Taylor, who is the special counsel, and was formerly our minister to Spain, possibly has a law case once in a while. I know he is engaged in the case of Louisiana against Mississippi in the Supreme Court, and he went to London in the Alaska boundary case.

Mr. TAYLOR. He has no private law office?

Mr. CHANDLER. No, sir; and he is not, strictly speaking, an appointee of the Government. He is special counsel, employed on account of his ability, to assist Mr. Fuller.

Mr. TAYLOR. He has no existing firm?

Mr. CHANDLER. He has no existing firm. He goes to the Assistant Attorney-General's office every day, and practically gives his whole time to the business.

Mr. SULLIVAN. His salary as special counsel to the Commission went on while he was at London on the Alaska boundary case?

Mr. CHANDLER. Not salary; his monthly pay. He received \$416 a month, and the State Department made him a further allowance of, I think, two or three thousand dollars.

Mr. SULLIVAN. Does he lecture at the George Washington University law school?

Mr. CHANDLER. Indeed he does, and so does Mr. Maury.

Mr. SULLIVAN. Mr. Chambers does not have any lecture engagements or private practice?

Mr. CHANDLER. No; Mr. Chambers's home is in Sheffield, Ala. Except in giving legal advice once in a while he has comparatively no private practice.

Mr. SULLIVAN. But Mr. Maury and yourself are the two members of the Commission who devote practically all their time to the affairs of the Commission?

Mr. CHANDLER. I do not devote all my time to it; I do lots of other things.

Mr. SULLIVAN. Such as you have enumerated here?

Mr. CHANDLER. Such as I have told you.

Mr. SULLIVAN. Can you tell me how much time out of each year Commissioner Diekema and Commissioner Wood devote to private practice?

Mr. CHANDLER. I would not undertake to say. I will give you the best idea I can. When their law firms have a case to be tried they help try the case, but so far as I judge they do very little office work or routine work at home.

Mr. SULLIVAN. They are rather active trial lawyers, are they not?

Mr. CHANDLER. They are the ablest trial lawyers in the United States—among the ablest.

Mr. SULLIVAN. Can you give me, Senator, the total number of employees of the Commission in Washington; I mean as distinguished from the Attorney-General's branch?

Mr. CHANDLER. Very nearly.

Mr. SULLIVAN. There are 46 all told between the Commission and the Attorney-General's department.

Mr. CHANDLER. Aside from Mr. Fuller's force?

Mr. SULLIVAN. No; including his force. I wanted to get at how many are in your department, including the five Commissioners.

Mr. CHANDLER. I should think there were more than half under the Commission—24.

Mr. SULLIVAN. I will read the list, and will you kindly indicate when we come to those in your department? Five Commissioners, at \$5,000; they are, of course, in your department. One clerk, \$3,500; that is in your department. Two assistant clerks, one at \$2,000 and one at \$1,400, are in your department. Six interpreters.

Mr. CHANDLER. Six interpreters—those are all the interpreters here and in Cuba.

Mr. SULLIVAN. My immediate inquiry was whether they were in your department or in Mr. Fuller's.

Mr. CHANDLER. I don't think we have any interpreter in Washington. Those are probably the interpreters in Cuba, and may be or may not all be under Mr. Masse, our commissioner there.

Mr. SULLIVAN. These interpreters, at \$1,800 each. Seven stenographers, at \$1,200. Where are they employed?

Mr. CHANDLER. Those are here and in Cuba.

Mr. SULLIVAN. How many here?

Mr. CHANDLER. I think there were four, but I may be mistaken. To give an accurate answer I should want to separate those—the total number—so as to show who were in Cuba and who were here.

Mr. SULLIVAN. One typewriter, at \$1,200.

Mr. CHANDLER. He is here.

Mr. SULLIVAN. Three messengers, at \$720, \$720, and \$1,000.

Mr. CHANDLER. Those three are messengers and watchmen of the building.

Mr. SULLIVAN. One assistant attorney-general.

Mr. CHANDLER. There, I think, you reach Mr. Fuller's force.

Mr. SULLIVAN. One special counsel.

Mr. CHANDLER. That is Mr. Taylor.

Mr. SULLIVAN. Where do you class him?

Mr. CHANDLER. He is on the Attorney-General's force; he has nothing to do with the Commission.

Mr. SULLIVAN. Ten assistant attorneys ranging from \$2,000 to \$2,800.

Mr. CHANDLER. Those are all Mr. Fuller's; either here or in Cuba.

Mr. SULLIVAN. One finance clerk, \$2,000.

Mr. CHANDLER. He is on Mr. Fuller's roll, but he also has charge of the Commission's finances, and we are paid all our expenses by the disbursing clerk of the Department of Justice.

Mr. SULLIVAN. One special examiner, \$2,400.

Mr. CHANDLER. He is Mr. Fuller's. He is the gentleman who goes about and hunts up facts.

Mr. SULLIVAN. One special agent, \$2,600.

Mr. CHANDLER. He is Mr. Fuller's.



Mr. SULLIVAN. One laborer, \$900.

Mr. CHANDLER. That is on Mr. Fuller's list. He is partly clerk and partly messenger.

Mr. SULLIVAN. Then, we find 5 commissioners in your department. There are 13 altogether employed.

Mr. CHANDLER. Undoubtedly.

Mr. SULLIVAN. And 33 in Mr. Fuller's department.

Mr. CHANDLER. That is quite accurate.

Mr. FULLER. Oh, no; that is not right. You will find on page 6, at the top of the page, the correct statement of that.

Mr. CHANDLER. By the finance clerk?

Mr. SULLIVAN. Before we go on with that, I want to say that I omitted from the list 5 commissioners who take testimony; 1 at \$2,500, 1 at \$2,100, and 3 at \$8 per diem.

Mr. CHANDLER. Those are all in Cuba—magistrates to take testimony.

Mr. SULLIVAN. I should say 28 in Mr. Fuller's department and 18 in your department.

Mr. FULLER. Oh, no; that is not correct.

Mr. CHANDLER. A statement will be found at the top of page 6, House Document No. 692, Fifty-ninth Congress, first session, showing the Commission pay roll as 24 and the Attorney-General's pay roll as 21; in all, 45.

Mr. SULLIVAN. With the exception of the per diem men, these men are all on the roll; that is, 45. Then you have dropped one since 1905. These figures I took from the official register, the blue book of 1905, and it showed 46 as the total number of persons employed in the business of the Spanish Treaty Claims Commission, regular and per diem.

Mr. FULLER. One of my stenographers has resigned.

Mr. SULLIVAN. It appears from this statement in the letter of the Attorney-General, dated April 12, 1906, in response to a resolution of Congress, that the total number of employees is 45, of which 21 are in the Attorney-General's department and 24 under the jurisdiction of the Commission. Now, I find that the salary roll of these officers, enumerated in the blue book of 1905, amounted to \$114,754.66. Do you anticipate, gentlemen, that that roll will be reduced for the fiscal year 1906?

Mr. CHANDLER. I do not anticipate any reduction of force whatever next year.

Mr. SULLIVAN. Do you anticipate any reduction of force for the fiscal year 1907?

Mr. CHANDLER. No, sir; not for the present—not for the coming fiscal year.

Mr. SULLIVAN. In those two answers are you speaking of the Attorney-General's force as well as your own?

Mr. CHANDLER. I am; because the Commission's work might grow less without the Attorney-General's force growing less. The Commission might be in condition to get along more economically than Mr. Fuller, because he has to hold on to the end in the defense of the cases.

Mr. SULLIVAN. Senator, in your Document No. 308, page 9, I notice you compare the work of the Commission only to the work of the Spanish Claims Commission of February 12, 1871. Were you aware of the work of the Mixed Commission on American and British Claims, which was established on September 26, 1871, and of the French and

American Claims Commission, which was established on December 22, 1880?

Mr. CHANDLER. Yes, sir; in a general way I know about them.

Mr. SULLIVAN. I find the first of those Commissions, the Mixed Commission, had a docket of 497 cases in all, and they disposed of the entire docket in exactly two years, with a cost of administration to the United States of \$273,572.94; and that the French and American Claims Commission disposed of its docket of 745 cases in three years and three months, at a cost of administration of \$325,000. The first of those Commissions had an average rate of disposal annually of 248 cases; the second of 230. Does it occur to you that your Commission would compare rather unfavorably with those two?

Mr. CHANDLER. Our time has been longer and our expense has been greater. It is to be borne in mind that before those mixed commissions each Government paid the expenses of preparing its own cases. Here, as explained, the United States has paid the expenses of the Attorney-General's force. It has also paid the expense of the Commissioners to take testimony, and has left very little expenditure for the claimants to make. I do not know why, looking back over it, the work has dragged along so much as it has; but I can not see that we could have hastened the work very rapidly, even in the light of what other commissions have done. There never has been, I believe, so exhaustive a work done by the Government in defending itself from claims as has been done by Mr. Fuller and his assistants in the present business.

Mr. SULLIVAN. Your answer replies more to the cost of the commissions than to the time. You have not yet explained how those commissions were able to finish their large dockets in such a short space of time. Do you know of any reason why they finished so much more rapidly?

Mr. CHANDLER. If the total amount that a government agreed to pay was limited, I can see that the Commissioners would hurry up, because they could not pay any one claim until they had decided all the cases; if there was not money enough for all it would have to be apportioned. Whereas in our cases when a claim is disposed of favorably it is at once paid. There is no need of hurrying up cases which need full and careful examination on account of any cases that have gone before. I am not sure whether that remark applies, however, in those cases.

Mr. SULLIVAN. Can you state whether or not it is a fact, Senator, that the counsel for the claimants in cases now pending before you are convinced that under the rules of decision laid down by you November 24, 1902, they have no hope of recovery and are simply playing a waiting game in the expectation of the passage of an act by Congress giving them the right to secure writs of certiorari or to secure the transfer of these cases to the Court of Claims?

Mr. CHANDLER. I do not want to answer that question quite as you put it; but understanding the essence of it, I am free to say, as I think I have already said to-day, that I believe very many of the claimants believe that they can not recover under our present rulings and are delaying cases in order to see whether or not they can get the Supreme Court to reverse our decision.

Mr. SULLIVAN. Has the Commission, as a Commission, come to any conclusion as to a method of treating the claimants in their applications

for further extensions of time, having in mind what you have just stated?

Mr. CHANDLER. Yes, sir; I think that I ought to say informally that the Commission was influenced when it had its hearing on these rules to show cause, and motions of the Attorney-General to dismiss in January and February by the fact that the counsel freely said that they hoped to get the cases transferred to the Supreme Court. I preferred, if possible, if the Commission would agree to it, that dismissals should not be then made. We gave counsel no assurance on that subject, but we simply refrained, upon the applications which they made in writing asking for further time, from dismissing any cases.

They still stand; and I think the Commission is influenced somewhat by a willingness to give them an opportunity to see whether they can get to the Supreme Court. If they do not get to the Supreme Court, we should, I am quite certain, press the cases either for a hearing or dismissal for want of prosecution; and you will see, with the President, that the question of certiorari ought to be decided affirmatively or negatively at the present session of Congress. I think we ought to know whether we are a final tribunal or only an inferior tribunal subject to review; and I think no member of the Commission has the least objection to having the writ of certiorari granted.

Mr. SULLIVAN. Pursuing that inquiry just a degree further, I notice in the Document No. 308, on page 7, that you say, speaking of the claimants:

It should be conceded that they are fairly entitled, in view of the \$60,000,000 which they claim, to have ample time and opportunity for determining whether or not they can make their facts so conform to the principles of law governing the Commission as to secure recoveries, or in endeavoring to obtain the reversal of those principles by the aid of Congress, giving them access to the United States Supreme Court.

In view of the statement you have just made, may I infer that you have changed your opinion as to their right to have ample time to get the right of review by the Supreme Court, and that now the Commission is considering the question of cutting off any further delay?

Mr. CHANDLER. I wrote that and I stand by that now. I only add that we have felt that we could not take those reasons into consideration beyond the present session of this Congress, and that between now and the adjournment in the summer, and that Congress ought to decide whether they will give a review of our decisions, at this session. If Congress does nothing, if it does not grant the certiorari, it ought to say that it will not do it. There ought to be either affirmative or negative decision upon that question. If Congress does not grant the certiorari, we have no excuse, neither the Attorney-General nor the Commission, for not pressing these cases, so that parties will either have to prove their claims, or have them go off the docket for want of prosecution.

Mr. SULLIVAN. There is one thing more that I wanted to bring out, because I think it causes some delay in the work of your Commission. Will you kindly state, briefly, the method of taking testimony; and whether or not, in prescribing that method in Cuba, the Commission was influenced by the desire to punish witnesses for the commission of perjury?

Mr. CHANDLER. As the question is asked I should say no, but I should explain. The original difference in the Commission was upon the question whether testimony could be taken in Spain where the witnesses would be liable to be punished if they committed perjury.

I maintained that we had no power to go there and take testimony at all. Congress resolved that doubt by passing a law giving us the power, and the military order was issued in Cuba which is spoken of in Document No. 308, page 2; so that after that I had no doubt that the witnesses would be testifying under the sanction of an oath and liable to be punished for perjury. And of course I was not influenced by any special desire in appointing the commissioners to punish witnesses for perjury. To state it correctly, I was apprehensive before that we had no authority to take testimony. After that fear was relieved, we did a perfectly proper and judicious act in arranging the method. There is quite a correspondence on that subject which is alluded to in Senate Documents Nos. 52, 69, 94, and 261, Fifty-seventh Congress, first session, page 2 of Document 308, and there is nothing that has happened before the Commission that is not to be found either in those documents already printed or in this document.

Mr. SULLIVAN. Have you considered the question of having a court in Cuba sit and take testimony in a great many cases, one after the other, consecutively?

Mr. CHANDLER. Do you mean to take testimony merely and transmit to us for consideration?

Mr. SULLIVAN. Yes.

Mr. CHANDLER. Practically that has been done.

Mr. SULLIVAN. Is that the method now?

Mr. CHANDLER. Practically, that is the method. There is a chief commissioner, Mr. Massie, a salaried commissioner; and with him Mr. Lawrence H. Thompson, another salaried commissioner. Then there are other commissioners appointed who are paid \$8 per day when they work. Mr. Massie is in charge, and has supervision of the whole business.

Mr. SULLIVAN. I understand that in each particular case he goes to the locality and examines witnesses there?

Mr. CHANDLER. He does.

Mr. SULLIVAN. He does not stay in any particular place and sort for witnesses in different parts of the country?

Mr. CHANDLER. The headquarters of the commissioners and the headquarters of Mr. Fuller's force are in Habana, and they go out—the commissioners go out. It has been found that this, while it involves some considerable expense, is, on the whole, the cheapest.

Mr. SULLIVAN. Would it not be more expeditious to have the commissioners sit in Habana and have the witnesses in as many cases as were ready be summoned to appear in Habana and testify there?

Mr. CHANDLER. It might be as well to get the claimants to bring them in there, but it has not been found expedient to do so. There are some claimants away out in the middle of the island and in the east of the island. Some testimony has been taken at Guantanamo.

All these matters have been left almost entirely to Mr. Massie, who is a gentleman of fortune and character and good judgment, who we have trusted implicitly, feeling that he would take the testimony whenever and wherever asked to do it. He has done so; we have not had the slightest complaint from either side. I did have a fear that claimants' counsel would take advantage of the liberality of the Commission in paying the expenses and fees of witnesses, and possibly they have delayed a little more than if they had been paying more.

their own bills; but we felt that it was good policy to facilitate testimony even at some expense to the Government.

Mr. SULLIVAN. I think your system is admirably suited to the convenience and the economy of claimants, but would not the system I mentioned result in finishing up the work of the Commission at a much earlier date?

Mr. CHANDLER. I think not. The Commission under the agreement of 1871, which held its session in Washington, appointed a sub-commission, and designated the American consul in Cuba and a Spanish official to take testimony in Cuba, and they went about the island taking the testimony. It is possible that facilitated the work of the Commission. It is possible that it made the expense less, because the expense was in fact much less. We have spent sums liberally in order to get at the truth of this business.

And I omitted calling your attention to one fact, and that is the long time before the Attorney-General got any evidence from Spain. This delay was the principal thing that delayed the trial of cases after issues joined and the testimony begun. You will notice the dates. There has been no unreasonable delay excepting that, and that delay was so great it gave the Commission so much concern that I called it, as you know, to the attention of the President very earnestly, and it is due to the Spanish Government to say that while the machine was a long time starting there is now no delay, and they gave us everything thereafter. There is a very interesting history of the first Cuban invasion taken directly from the reports of their captains-general. It has been printed by the Commission, and is of record.

I want to say that neither Mr. Fuller nor the Commission are sensitive about these inquiries. The expense of doing this work has been large, and it is perfectly natural and desirable that everything that has been done should be carefully scrutinized by the honorable Senate and House of Representatives.

Mr. SULLIVAN. Of course this committee has jurisdiction to consider this question.

Mr. CHANDLER. It is perfectly right that you should do so.

Mr. SMITH. Mr. Fuller, the claims filed before the Spanish Treaty Claims Commission aggregated sixty millions of dollars.

Mr. FULLER. \$61,652,077.78.

Mr. SMITH. They were 542 in number, of which 221 have been finally disposed of.

Mr. FULLER. I believe that is the number. Possibly two or three more than that since that report was made.

Mr. SMITH. How much did the 221 cases involve?

Mr. FULLER. \$10,764,647.51.

Mr. SMITH. Of the 321 cases undisposed of, how many are practically covered by the decisions already rendered so as to be disposed of, in all probability, unless an appeal is allowed?

Mr. FULLER. Well, simply an estimate that I would make would be 80 per cent.

Mr. SMITH. But what would you say as to the amount involved in cases that are covered by the decision already rendered and that are simply being held on the docket awaiting determination as to whether an appeal should be allowed or not?

Mr. FULLER. I don't believe I quite catch that question.

Mr. SMITH. How much is involved in this 80 per cent covered by the effect of decisions already rendered?

Mr. FULLER. I should estimate forty millions of dollars.

Mr. SMITH. So that in your judgment all the cases that are left on the docket, of vitality, unless an appeal be allowed, involve ten or eleven millions of dollars.

Mr. FULLER. That is my judgment under the decision of the court already made.

Mr. SMITH. So that, notwithstanding the record shows so large a number of cases undisposed of, you would think that the business as to the amount involved was probably, practically, close to five-sixths of it?

Mr. FULLER. I should think so, under the decision of the court.

Mr. SMITH. Do you know what the life of the Court of Private Land Claims was?

Mr. FULLER. I don't know that I can give the exact number of years, but I think at least twelve, possibly fourteen.

Mr. SMITH. So that in your judgment, if these cases are all tried, the extreme limit of possibility, if it was developed in all cases that have not in effect been disposed of, would not exceed ten or eleven millions of dollars.

Mr. FULLER. I think that would more than cover the amount of the awards.

Mr. SMITH. Are you inclined to estimate the value of the service of the Commission on the amount that has been entered in judgment against the Government or the amount that the Government has won?

Mr. FULLER. I have not figured on that basis.

Mr. SMITH. Has your force been fairly busy during these years?

Mr. FULLER. Yes, sir.

Mr. SMITH. Has the mere failure to press, after final hearing, the motions to dismiss these cases in fact left you unoccupied or the Commission unoccupied?

Mr. FULLER. No, sir; we have been occupied. Right there I should like to make an explanation. The questions involved before this court covered very many international law questions. I thought it was best when I came to make the defense not to answer in all of these cases.

One reason that governed me was this, that it was a part of economy to test the questions rather than put the parties to the expense of thousands and thousands of dollars in obtaining testimony, and then raising the question in the final hearing of the case. Therefore I demurred, and I think in fully 200 of those cases the demurrers were sustained. I raised such questions as the following: First, liability for damages caused by the insurgents. Now, let me state right there upon that question—

Mr. SMITH. Now, Judge, if you will pardon me, before you proceed with that statement I want to put some other questions. As a matter of fact, the Government of the United States never recognized that there was, in an international sense, any war in Cuba prior to the declaration of war against Spain by the United States; that is, we refused to recognize the Cubans as belligerents.

Mr. FULLER. We refused to recognize them as belligerents, but yet—

Mr. SMITH. Now, Judge, I do not want you to make the argument that you made before the Commission. I assume, in defending these

claims, it became especially important to prove that there was war there, did it not?

Mr. FULLER. Or insurrection, you might say.

Mr. SMITH. So that in a sense the Government of the United States was interested in changing front and contending that there was war there, whereas before it had failed to recognize these people as belligerents.

Mr. FULLER. Yes; unfortunately I had to take a different position from the State Department.

Mr. SMITH. Now, so far as the matter of the *Maine* was concerned, the exigencies of your defense required that you should insist that Spain was not responsible for the sinking of the *Maine*.

Mr. FULLER. Yes, and I still think so.

Mr. SMITH. So that the Government had to change front on that proposition. As a matter of fact, the treaty with Spain provided that we would pay the claims of American citizens against Spain, did it not?

Mr. FULLER. Yes, sir.

Mr. SMITH. Might there arise a contention of corporations organized in the United States with Spanish and Cuban speculators, with American citizens, with a view of getting at the American Treasury?

Mr. FULLER. Yes, sir; that question was argued at length.

Mr. SMITH. These were some of the principal questions that you had to contend with?

Mr. FULLER. Yes, sir.

Mr. SMITH. Now, in meeting this question as to whether there was a state of war or insurrection in Cuba, did you find it necessary to have the evidence of Spanish army officers?

Mr. FULLER. I did.

Mr. SMITH. Were the relations with Spain immediately following the Spanish war of such a character that the Spanish Government was anxious to render us all possible aid in the defense of these claims?

Mr. FULLER. They were very slow to respond to our request at first, and the State Department negotiated for a long time in reference to that matter. I think it was about the middle of 1904 before we obtained a favorable response from Spain.

Mr. SMITH. So that the question of testimony of the Spanish army officers was important both as to the care and diligence of Spain, and as to whether a state of insurrection existed there during the control of the Government?

Mr. FULLER. I think it was absolutely necessary in the defense of the cases.

Mr. SMITH. When these claims were filed, did the Government of the United States at that time possess any detailed information as to the merits of any of them?

Mr. FULLER. None whatever, except as found in the petitions; and in many of those cases very little information was given.

Mr. SMITH. Could you, then, answer any cases as to the facts, except to file denial, without ascertaining the facts in Spain or Cuba?

Mr. FULLER. I could not, unless there was a complete statement made in the petition.

Mr. SMITH. So that after this Commission was founded, and after the claims were filed, you were not, with respect to most of them, prepared to answer except by formal denial, until this investigation had been conducted abroad, much less take your evidence?

Mr. FULLER. I don't know that I could answer that question by yes or no. I filed motions and demurrers for the purpose of having the facts set forth more in detail in the petition, so that I would have some information upon which to act.

Mr. SMITH. That would only furnish information as to the claim and no information as to the facts?

Mr. FULLER. I obtained what information I could from the petition—then I was obliged to correspond and investigate, in Spain and in Cuba, through my assistant attorneys.

Mr. SMITH. Did the Spanish Government finally render you friendly assistance in furnishing you the names of officers who were in Cuba during this period, so that you could tell where to find your witnesses to ascertain the facts?

Mr. FULLER. They did, and went to the extent of setting apart a judge-advocate of the war department for that special purpose, to enable us to obtain archives and reports from Spain.

Mr. SMITH. Did you have to have those archives and reports before you could even tell whom to interrogate as witnesses?

Mr. FULLER. Yes, sir.

Mr. SMITH. Did you then informally interrogate any of those witnesses before you took their depositions; that is, did you have your attorneys in Spain or Cuba see these parties before calling those witnesses?

Mr. FULLER. I want to say in response to that, Mr. Chairman, that we were not permitted in Spain to interrogate those officers. Spain is very particular in reference to those matters. We got such information as we could from the reports and from the archives, and from the information contained in those reports and archives and from the information obtained from the petitions we made up our questions, which were sent over.

Mr. SMITH. And they were then answered by these officers?

Mr. FULLER. Yes, sir; but we were not to be permitted to be present at the examination of those witnesses.

Mr. SMITH. In view of the length of time that had elapsed since the outbreak of the war in Cuba, was it safe for you in all cases to wait until the claimants had taken their evidence before you commenced to ascertain what your evidence would be?

Mr. FULLER. No, it was not safe. I immediately sent these cases over to our special agent with instructions to obtain this information, these archives, regardless whether they were for the benefit of the defense, and whether they helped the claimants or not. That was the order we issued, that they should obtain all archives and transmit them under certificate.

Mr. SMITH. Has the Commission ever failed to formally take up and try any case that was ready for submission?

Mr. FULLER. No, sir; they were always ready. There are many cases that should have been dismissed that have not, because they have been continued at the request of the claimant's counsel.

Mr. SMITH. If the business of the Spanish Claims Commission were transferred to the Court of Claims, would that result in any reduction of expense in your department?

Mr. FULLER. I think not, sir.

Mr. SMITH. Would not the work that you and all of those under you are doing be necessary just the same as now?



Mr. FULLER. I think so.

Mr. SMITH. Would the expense of the Commission in taking testimony abroad probably be reduced in any way?

Mr. FULLER. I do not see how it could be.

Mr. SMITH. So that the transfer of these cases to the Court of Claims would save the salaries of the Commissioners, and of those under them who are directly attached to the Commission here?

Mr. FULLER. That is all.

Mr. SMITH. And that only upon the assumption that it would require no increased force of clerks or of any other kind in the Court of Claims to handle the business.

Mr. FULLER. Yes, sir.

Mr. SMITH. From your general familiarity with international disputes, acquired before and from this adjudication, is it not a fact that where claims have long been the subject of international dispute, and are finally referred to a commission, such as the British-American or the French-American Commission, the cases upon each side are fully made up before the creation of the commission, or substantially so?

Mr. FULLER. I think they were, and they are tried very much different. This is a court, and every case is tried under forms governing the United States courts and their methods of taking testimony and cross-examining witnesses.

Mr. SMITH. Is there any comparison between this case, where the Government started upon the defense of the claim without any knowledge of the facts whatever, and the trial of cases in mixed commissions, where each Government has for a long period been pressing the claims, and in connection with pressing the claims has fully made up its case?

Mr. FULLER. There is not, because with these mixed commissions the claimants furnish the attorneys all the information in relation to the case; whereas I had no clients, in one sense, and no information except such as I could dig out as best I could.

Mr. SMITH. Senator Chandler, reference has been made to your letter on the subject of allowing appeals on writs of certiorari from your Commission, and it has been suggested that the inference might be drawn from your statement that you were opposed to the granting of appeals or writs of certiorari; and that inference is based upon the fact that your letter seems to lay more stress upon the arguments against such an appeal or such a writ of certiorari than upon the arguments in favor of it. I ask you if that is due in any measure to the fact that the right of appeal is generally allowed and the reasons for appeal are generally known.

I will state the question in a more brief way. Did your failure to call attention to the ordinary arguments in favor of allowing appeals simply arise from the fact that they were so generally known?

Mr. CHANDLER. I can answer yes, substantially, to that question, but I would like to add a word. Of course the claimants were presenting the justice of their claim to go to the highest courts of the country, and there was danger at that time, I thought, of overlooking the possible objection to sending international law questions of this kind to the highest court of the land. I saw that, and I was determined that Congress should not send the cases to the Supreme Court unless

they fully understood that question. And then, having put it before them, I said that we had no personal wish about it; and that is true.

Mr. SMITH. It being generally settled that in all ordinary cases of importance an appeal ought to be allowed, and these people having their special representatives to press the general arguments, you simply deemed it unnecessary to refer to those in your letter.

Mr. CHANDLER. Unquestionably that is correct, and it seems that it passed the House of Representatives in spite of this argument which Mr. Sullivan thinks I was making against it. And it is to be borne in mind also that the Secretary of State and the Attorney-General both advised against granting appeal. I presume, therefore, that if the bill did not pass the Senate after it had passed the House, their advice had as much influence as anything that was to be inferred from what I said.

Mr. SMITH. Has the failure to hurry on to final disposition this order to show cause why cases should not be dismissed at this late date in any way delayed the final winding up of the affairs of your Commission?

Mr. CHANDLER. No, not the final winding up. It has simply been a delay in dismissing cases which can be dismissed at any time when it is apparent that the cases are not going to the Supreme Court.

Mr. SMITH. Has your Commission formally heard all cases ready for submission ever since its organization?

Mr. CHANDLER. Always; never have delayed any cases ready for submission. We have been all the time urging counsel to get ready.

Mr. SMITH. Now, you have been interrogated as to how many days your Commission has been sitting with hearings of causes. Has your Commission had any work to do outside of the hearing of causes in open session?

Mr. CHANDLER. As a Commission?

Mr. SMITH. Yes; have you had any work in chambers, or other work?

Mr. CHANDLER. Theoretically the hearing of cases when they were ready for argument, and conferring and deciding has been all we have been doing. Practically, in view of the trouble in getting testimony from Spain, and the fact that people have had a disposition to confound the Attorney-General's affairs with the Commission's affairs, there have been a great many letters written to us. We have exercised, I should say, more oversight in regard to the general method of conducting the work of taking testimony than a court ordinarily does.

Mr. SMITH. Have you spent any time in research?

Mr. CHANDLER. We have spent no time in research, only in considering cases.

Mr. SMITH. Research as to international law?

Mr. CHANDLER. Oh, a great deal. We have attained some proficiency in international law.

Mr. SMITH. Have you used any time in chambers?

Mr. CHANDLER. We have had very many conferences, and lot of conferences, and conferences postponed.

Mr. SMITH. To what extent does the time you have spent in open hearings represent the time spent by the Commission in the discharge of all of its duties?

Mr. CHANDLER. Oh, not at all. But yet we have not felt that we were holding offices that required constant attendance in Washington. For instance, Mr. Diekema and Mr. Wood when they go home always

take briefs and papers with them and study them at home; and I think the best work that I have done in connection with this opinion of ours, which was very broad and comprehensive, was done up in New Hampshire. I can think more clearly in the woods of New Hampshire that I can surrounded by the turmoil of Washington.

Mr. SMITH. Are you, by reason of your researches in connection with your work, at all familiar with the British-American and French-American joint commissions referred to by Mr. Sullivan?

Mr. CHANDLER. Only in a general way as I have read about them in Moore's international law. And we have read rather to get at principles of decision than to see how they conducted their business.

Mr. SMITH. You, at one time, I believe, were a member of the President's Cabinet, Senator?

Mr. CHANDLER. I had that honor from 1882 to 1885.

Mr. SMITH. I will ask you to state whether from all your sources of knowledge, when two different countries are pressing claims of their citizens against one another, they consent to press the claims until the case is practically made up for their Government.

Mr. CHANDLER. That is the effort undoubtedly. When a nation presents the claims of its citizens against another nation, it gathers all the information it can, and sums up the cases so far as they can.

Mr. SMITH. It would be international turpitude, would it not, to present a claim without an investigation at all?

Mr. CHANDLER. It would be wrong for them to present a claim to which they had given absolutely no examination. But this is to be said, that on a question of citizenship, and on a question of the liability of the foreign country, the nation makes great presumptions in favor of the claimant, and is willing to say: "Here is a claim; it is presented by a responsible and reputable claimant, and this is the argument in favor of it. We submit it to you, and await the answer of your Government."

Mr. SMITH. Is there any comparison between that kind of a case presented to a mixed commission, and the kind of cases that have been submitted to your Commission where there was only one Government involved, and it adversely to the claimant.

Mr. CHANDLER. Necessarily not; because a government occupies, as you have already suggested, a different attitude at one time from what it does at another time. It presents the claims of its own citizens, supposing and believing them to be correct, hoping they are just and fairly due, at one time; and at another time, after a treaty of peace by which it assumes the payment of all such claims, it becomes the defendant before a domestic tribunal to defeat the claims if they are not just.

Mr. SMITH. As a matter of fact, were these claims in their nature anything that the Government of the United States or any good authority could have known anything about, as to their merits, until investigated after the creation of your Commission?

Mr. CHANDLER. The Government of the United States could not know with any certainty about these claims, either about the citizenship of the parties or the validity of the claims. Mr. Olney expressly stated that he did not present them as claims justly due, necessarily; but only called them to the attention of Spain, and said that by and by he would take them up and see what he thought about them.

Mr. SMITH. You do not think that all of these claims were presented by the Government to Spain?

Mr. CHANDLER. I think probably two-thirds of them.

Mr. FULLER. Their attention had been called to them.

Mr. SMITH. The claims under name were never presented?

Mr. CHANDLER. No.

Mr. SMITH. Probably you think one-third of them were not presented?

Mr. CHANDLER. No.

Mr. SULLIVAN. We will save time, I think, by stating that \$29,000,000 of claims were on file with the Secretary of State, which claims were taken afterwards by our commissioners at Paris, ready to be submitted, provided the negotiations ever got to that stage where it was admissible to submit them. The negotiations took a different turn, that is all; but they were there.

Mr. CHANDLER. They were there with the claimant's own statement of the case; a prima facie case made. The Government was there to present them.

Mr. SMITH. Half of those claims the Government had no knowledge of as to their existence prior to the time of the establishment of your Commission.

Mr. CHANDLER. Not about a large number; I would not undertake to say how many.

Mr. SMITH. So far as you know the Government, as to the claims other than these 29,000,000, did not even know they were in existence until filed before your Commission; is that correct?

Mr. CHANDLER. That would be necessarily the conclusion.

Mr. SULLIVAN. Senator, you do not think there ought to be an appeal, do you, from the Commission?

Mr. CHANDLER. I do not really want to answer that question. I can answer it to you privately.

#### QUESTIONS THAT HAVE BEEN CONSIDERED.

Mr. FULLER. I would like to finish up one answer that I did not make complete—

Mr. SMITH. Yes, I promised that you should go on and cover it—

Mr. FULLER. Because it might be the impression that we were not at work when we were not actually trying cases on testimony. I will give you a few of the questions we have considered and carefully argued on both sides. First, liability for damages caused by the insurgents. Second, liability for damages caused by the Spanish forces. Third, liability for damages occasioned by the reconcentration orders. Fourth, the construction of the treaty of 1795 between the United States and Spain. Fifth, the question involved in cases wherein a corporation is a claimant, the corporation being organized under the laws of one of the States, and where nearly all the stock was owned by Spanish subjects. Sixth, the mortgage question—that is, where the property destroyed was owned by Spanish subjects and the same was mortgaged to American citizens. Seventh, what are remote and prospective damages. Eighth, the citizenship question in all its forms.

Now, those questions have been argued at length, and exhaustive briefs have been prepared. I am safe in asserting that the briefs make

by the claimants already would amount to more than twelve volumes, and on the part of the Government to six volumes, the size of the reports of the Supreme Court of the United States.

I simply state this to show that we have been doing work besides simply trying cases on their merits.

These legal and international questions as presented have taken a great deal of time and study.

Mr. SULLIVAN. I thought all these legal questions were decided on November 24, 1902?

Mr. FULLER. A portion of them. Some of them have not been decided yet.

(The following letter in answer to a request of the subcommittee was received:)

SPANISH TREATY CLAIMS COMMISSION,  
Washington, D. C., May 11, 1906.

DEAR SIR: Acknowledging the receipt of your letter of May 10, I have to say that the Commission has kept no record showing the time occupied in the formal hearings of arguments, motions, demurrers, etc. The results of the Commission's labors are nowhere expressed in days' work, but in orders and decisions. The hearings in some cases have been long and formal, in others brief and informal.

There is no record of the number of days of attendance of each Commissioner. The homes of the five Commissioners, respectively, are in New Hampshire, Michigan, Ohio, Alabama, and the District of Columbia. Three of them keep house in Washington and remain here all the time, except during their summer vacations. The other two go to their homes occasionally, but have been here nearly every month in the year; and there has been at all times during the whole year some Commissioner present for the disposition of minor questions and administrative business.

Very respectfully.

WM. E. CHANDLER.

JAMES C. COURTS, Esq.,

*(Clerk, Committee on Appropriations, House of Representatives.)*

FRIDAY, May 4, 1906.

## FOR THE CAPITOL.

### STATEMENT OF MR. ELLIOTT WOODS, SUPERINTENDENT OF THE CAPITOL BUILDING AND GROUNDS.

#### GENERAL REPAIRS.

The CHAIRMAN. The first item, Mr. Woods, coming under your department is at the bottom of page 118, "For work at the Capitol, and for general repairs thereof, including wages of mechanics and laborers, \$30,000." This estimate is the same as the current appropriation. I see you insert the word "including" and recommend the omission of the language "purchase, maintenance, and driving of horse and office vehicle, and not exceeding \$100 for the purchase of technical and necessary books."

Mr. WOODS. Do you say "recommend the omission?"

The CHAIRMAN. Whoever submits the estimates recommends the omission of that language, "purchase, maintenance, and driving of horse and office vehicle, and not exceeding \$100 for the purchase of technical and necessary books." Is that your recommendation?

Mr. WOODS. That is not my recommendation.

Mr. SMITH. He does not want to walk.

Mr. WOODS. I have been walking for a year or more now. Is there any question on that appropriation, Mr. Chairman, of \$30,000?

The CHAIRMAN. Have you a balance left over?

Mr. WOODS. No, sir.

The CHAIRMAN. You require the total amount of the appropriation?

Mr. WOODS. Yes. I would like to state to the committee, in order to get it into the record, that I prepared a complete detailed statement of all expenses under this appropriation and the objects for which the money was expended in the Capitol. I can submit that if you want it. All those details are given, and there is a summary showing what those expenditures are for.

The CHAIRMAN. Perhaps that had better be put into the record. Give it to the stenographer, Mr. Woods.

Mr. WOODS. Here it is:

*Capitol building and repairs—Expenditures, fiscal year 1906.*

Committee rooms, Senate .....	\$3,215.90
Miscellaneous, Senate .....	2,700.00
Committee rooms, House .....	3,481.48
Miscellaneous, House .....	4,635.52
General miscellaneous, central building .....	7,808.12
Labor paid on pay rolls (cleaning building) .....	5,744.12
Labor paid on vouchers .....	746.50
Stock bought for storeroom, less amount used, 1906 .....	1,278.83
Current bills paid, open market .....	226.50
Total .....	29,976.87

Mr. SMITH. How much of it for salaries, as distinguished from materials?

Mr. WOODS. About \$20,000 of it goes into salaries on a fair average, as is shown in the last report. That covers, of course, the salaries of all mechanics and laborers engaged in doing this work.

The CHAIRMAN. Does it cover the wages of laborers employed around the Capitol for keeping the grounds in order?

Mr. WOODS. No, sir. That is a separate appropriation. That is for the grounds separately.

The CHAIRMAN. Your statement shows the expenditures for material and labor within the Capitol building?

Mr. WOODS. Yes, sir; within the Capitol building.

Mr. SMITH. I would like to ask Mr. Woods whether, upon the completion of the office building, it is feasible to provide a new document room for the House anywhere?

Mr. WOODS. The new building is now being constructed with that idea in view—of providing a document room for the House in the basement story of it.

Mr. SMITH. And removing it from the Capitol?

Mr. WOODS. Yes; removing it entirely from the Capitol and removing all documents from the Capitol.

The CHAIRMAN. You mean the document room or the folding room?

Mr. WOODS. Both.

SHELVING FOR DOCUMENT ROOM.

Mr. SMITH. Does this estimate for shelving contemplate putting it in the old document room?

Mr. WOODS. The recommendation was made by the chief of the

folding room. The room, where this is supposed to go, is the room where the various bills are kept in the Capitol. I do not see how you can get rid of that. It is rather a bill room than a document room.

Mr. SMITH. What I am trying to get at is whether in the rearrangement and moving into the office building this furniture you are now proposing to get would be adapted to the new arrangement when you get into the new building?

Mr. WOODS. It would stay here even under the new arrangement.

The CHAIRMAN. It would not be disturbed?. It would have to remain as a working document room?

Mr. WOODS. Yes, sir.

The CHAIRMAN. It is not contemplated that this shelving would ever be removed to the new office building?

Mr. WOODS. No, sir.

Mr. SMITH. That room is of a very irregular shape, is it not?

Mr. WOODS. Yes, sir.

Mr. SMITH. When you have removed a part of the things from this room to the other building, it is probable that an arrangement such as you would make now of this material would be such a one as you would make if a part of the material had been removed to the other building?

Mr. WOODS. My opinion is that so little contained in the present room will ever be removed to the new office building that part of that shelving will be still applicable to the old quarters.

Mr. SMITH. Part of it has to be built on a curve, has it not?

Mr. WOODS. Yes. But that shelving would not be adaptable to the new building.

Mr. SMITH. That is not what I mean. We do not seem to reach the same point. You put in this shelving; you put a portion of the documents over to the other building. When you have thus made your removal, would you, when you rearrange this room, want these shelves in the place where they would now be, or in taking out other matter would it be desirable or preferable to have another arrangement then, so that this would not fit in the proper location in the room?

Mr. WOODS. I do not think that would accord. It would remain serviceable only in present quarters.

The CHAIRMAN. Suppose, as a result of moving any part of the folding room or vacating any other room in the Capitol and occupying for the same purpose a space in the office building, it should be deemed advisable, because of the peculiar formation of this room, known now as the document room, to place the document room somewhere else in a room that is made vacant by reason of the change; would this shelving then be likely to be adapted to any other document room somewhere else convenient to the House of Representatives?

Mr. WOODS. It would not. It would be available there only for its present purpose and in case that room were held for its present purpose.

The CHAIRMAN. Suppose a more convenient room should be found after the change is made, and it was deemed advisable to have a document room at some other place; then it would not be advisable to make this appropriation just at this time?

Mr. WOODS. It would not.

Mr. SMITH. That was the thought I was trying to get at, whether this was not an unfortunate hour to attempt to fit this room up with

additional permanent features. We will probably have only one more short session of Congress before this new building, in part at least, is finished, and before we would be in the new building. Is it wise, until these readjustments are made, and until you find out where it will be most convenient to put this furniture, to put in odd-shaped furniture, which can not be moved out of a place where it is installed?

Mr. WOODS. If there is any chance of removal at all I would not change it at the present time, and if that is in the minds of the committee I would say let it go over. I made this recommendation at the request of the Doorkeeper.

The CHAIRMAN. For the information of the committee, I want to read a letter which will show that it is not you, Mr. Woods, who has moved in this matter. [Reads.]

OFFICE OF SUPERINTENDENT U. S. CAPITOL BUILDING AND GROUNDS,  
Washington, D. C., January 6, 1906.

HON. JAMES A. TAWNEY,  
*Chairman, Committee on Appropriations, House of Representatives.*

SIR: A desire has been expressed to continue the steel shelving placed in the House document room, in Statuary Hall, to the various rooms above.

At the request of the Superintendent I have asked the manufacturer of this class of material to draw sketch plans of the amount of material required, and while a close estimate can not be made on account of the fact that these rooms are now filled with wood shelving and old documents it is believed that from \$28,500 to \$30,000 will be necessary to complete this work, which will place the House document room in first-class condition in every respect and in a practical fireproof condition.

Very respectfully,

ELLIOTT WOODS,  
*Superintendent U. S. Capitol Building and Grounds.*

Mr. WOODS. The truth of the matter is that if that room were rectangular in form and the shelving to be installed were straightaway, ordinary shelving, it would be 30 per cent less expensive. As it is, it would be the most expensive kind of shelving to put into a room—to put into the Capitol new shelving for those curious-shaped rooms and little crannies. I will not press that estimate.

The CHAIRMAN. In view of the prospect of having more convenient and better-arranged rooms later, I think it would be best to wait to find out what space we will have here. There is no immediate necessity for it, is there?

Mr. WOODS. No, sir.

#### REVOLVING DOORS.

The CHAIRMAN. I have here another supplemental estimate contained in a letter dated April 23. [Reads:]

OFFICE OF SUPERINTENDENT U. S. CAPITOL BUILDING AND GROUNDS,  
Washington, D. C., April 23, 1906.

HON. JAMES A. TAWNEY,  
*Chairman, Committee on Appropriations, House of Representatives.*

SIR: I would very much like to install revolving doors in the Capitol Building in time for the next winter season. The doors desired are those at the north and south ends of the building of the basement floor, at the main entrance on the west side, central building, and the principal entrance to the Rotunda, the latter of which would necessarily be of good architectural character in order to comport with the interior of the Dome.

I have had an estimate made for these doors, and find that the approximate cost would be about \$6,000.

During the winter season, when high winds are frequent, it is almost impossible to have the present doors at the entrances named work satisfactorily, and we are fre-



quently compelled to close the outside heavy doors. I think these doors would prove to be a great convenience and worthy of installation. As I have made no estimate for this on the regular annual repairs appropriation, I would thank the committee to provide a special item for that purpose in connection with the appropriation for the Capitol.

Very respectfully,

ELLIOTT WOODS,  
*Superintendent U. S. Capitol Building and Grounds.*

How many doors do you estimate for?

Mr. WOODS. Four.

The CHAIRMAN. Those at the north and south ends of the building, on the basement floor?

Mr. WOODS. Yes.

The CHAIRMAN. What do you call the basement floor?

Mr. WOODS. The ground floor.

The CHAIRMAN. At the main entrance on the west?

Mr. WOODS. That is the one opening out on the terrace. The other is on the main rotunda entrance at the east. We have a great deal of trouble in the winter season with the ordinary fly door.

The CHAIRMAN. I was thinking about this door which we all enter in front of the House post-office.

Mr. WOODS. That is tolerably well protected by the portico.

The CHAIRMAN. It is protected, but when there is a wind from the west the draft is very strong. I mean the door on the west side here, and the corresponding door on the east side. It may be you need something for ventilation of that kind, but it certainly admits a great deal of cold in the winter time. I have always noticed a strong draft there in the winter time, especially when the wind is from the west, and it seems it would be more necessary to have revolving doors there than in front of the rotunda.

Mr. WOODS. When the doors on the east are opened it causes a strong draft, and that causes a great deal of complaint. I think you can see the necessity of putting revolving doors on the west side.

The CHAIRMAN. What do you estimate for these doors, separately?

Mr. WOODS. About \$1,500 apiece, I think. The rotunda door would cost about \$2,400 or \$2,500. That has to be treated specially, on account of the architecture of the rotunda. That would be the most expensive door.

The CHAIRMAN. What would the door at the entrance alongside the post-office cost?

Mr. WOODS. I think that would cost about \$900. I have given the figures of the manufacturers on that. The cost of the door on the west side would be greater than the ordinary, but slightly less than that in the rotunda, on account of the large corridor there.

There was some question in my mind about establishing revolving doors at the entrance on the portico. I was afraid that some of the older members might perhaps object to it. Do you know whether those objections hold good in the big hotels uptown? I understand that they seem to work well; do they not?

Mr. SMITH. You have quite a storm house to those doors in front of the portico?

Mr. WOODS. Yes.

Mr. SMITH. Do many people go in and out of those doors on the east?

Mr. WOODS. In the winter season quite a stream of visitors come through there.

The CHAIRMAN. Yes; and they stand there and look at the bronze doors.

Mr. SMITH. It will be feasible, will it, to so construct these revolving doors as not to interfere with the bronze doors?

Mr. WOODS. Yes, sir.

#### TERRACE ROOF.

The CHAIRMAN. You have also submitted another estimate under date of April 21, which I will read. [Reads:]

OFFICE OF SUPERINTENDENT U. S. CAPITOL BUILDING AND GROUNDS,  
Washington, D. C., April 21, 1906.

HON. JAMES A. TAWNEY,

*Chairman Committee on Appropriations, House of Representatives.*

DEAR SIR: The roof of the terrace surrounding the Capitol is in a very bad condition, and it seems impossible with the present covering to keep the rooms in that section, occupied by committees, in a dry condition.

Owing to its structure, the terrace is subject to considerable expansion and contraction. After talking the matter over with roofing experts, we have concluded that the only way to make the committee-room section tight is to remove entire the present roof covering, together with the marble balustrade; to cover the entire section removed with copper and allow the same to run under the balustrade, and upon that to place some suitable type of roof covering. It is thought that with the copper roof a firm cement pavement can be placed on top of that material.

The approximate estimate for that section of the terrace occupied by committee rooms is \$28,000. Probably \$5,000 would be required to make temporary repairs during the next year, a proceeding which I do not recommend.

To reroof the entire terrace a very large sum would be required, and I therefore suggest that only the most necessary portion be treated during the present season so as to insure success before taking up the other portion.

Very respectfully,

ELLIOTT WOODS,  
*Superintendent U. S. Capitol Building and Grounds.*

Where is this?

Mr. SMITH. The center west terrace, I suppose.

Mr. WOODS. Yes, that section covered by the committee rooms at the west.

The CHAIRMAN. That is in very bad condition?

Mr. WOODS. Yes; it is in very bad shape. I confess the new work is going to be in the nature of an experiment.

Mr. SMITH. That is in better condition there than it is at the north and south?

Mr. WOODS. Yes; there are about 80,000 feet, total, of roofing, and about 38,000 feet on the committee section of the terrace. The only way we can keep the water out of that section is to cover it entirely with copper and let the roofing run out under the balustrade. I have reroofed the committee-room section on the west side this season, and while the section covered by the repairs has held up fairly well, it seems the water percolates through the joints of the balustrade, the steps, and plant cases, and gets in between the iron beams and runs down into the committee rooms, in spite of all we can do. The terrace, separated from the building as it is, is subject to a great deal of expansion and contraction in the varying seasons, and the plant cases there are responsible for a great deal of the trouble.

A great deal of the plumbing that relieves them has been snapped in the course of years, due to the expansion and contraction, and has been repaired by inserting lead tubes down through to get beyond the

broken joints. The only thing to do is to put a new roof on it. Then the whole section will be available for purposes of committee rooms and storage.

On the other hand, I anticipate that the great mass of documents in the bad section will be removed, leaving those rooms for wood rooms. That is one thing that the Capitol will never free itself of, that is, rooms for the storage of wood. That material has to be stored in the basement. If you take the committees out when the new office building is finished, the preservation and repair is still necessary to preserve the property.

MR. SMITH. Copper roof is broken down almost everywhere it is used.

MR. WOODS. We would have to choose between that and thin sheets of lead, which latter is the best.

MR. SMITH. Is it not a fact that lead used everywhere is effective?

MR. WOODS. Yes; we have used it in the plant cases during the past year, and it seems to do all right.

MR. SMITH. I have read that there are cathedrals in Europe that have had lead roofs on for 600 years. Is not that true?

MR. WOODS. Yes; that is true.

MR. SMITH. It seems to me it is pretty near time for us to go to lead.

MR. BROWNLOW. What is the difference in price between the copper and lead?

MR. WOODS. For lead roofing it would cost us about two times as much as for copper roofing—materials compared.

MR. TAYLOR. You mean two times as much as copper roofing?

MR. WOODS. Yes, in cost.

MR. SMITH. And nothing for repairs thereafter?

MR. WOODS. No. That is a substantial way to repair it. If it were decided to use cement pavement for final roofing I think lead would be the thing. But if asphalt is used, copper would be sufficient. That would be laid in bitumen and covered with bitumen, and the asphalt would be on top of that.

#### HOUSE OF REPRESENTATIVES OFFICE BUILDING.

THE CHAIRMAN. You have not submitted an estimate for the next item on page 119 for construction of the fireproof building for committee rooms and offices for the United States Senate provided for in the sundry civil act approved April 28, 1904, or for the building for committee rooms and offices for the House of Representatives?

MR. WOODS. I will submit an estimate for the Senate office building through the Senate Commission.

#### HOUSE OFFICE BUILDING.

THE CHAIRMAN. The next item, then, is the House office building, for which you have submitted a separate estimate. It is a question of an appropriation of \$500,000 to carry on the operations in connection with the construction of the House office building during the coming fiscal year. Your letter states [reads]:

OFFICE BUILDING HOUSE OF REPRESENTATIVES,  
Washington, D. C., April 1, 1906.

Hon. JOSEPH G. CANNON,  
Hon. WILLIAM P. HEPBURN, and  
Hon. JAMES D. RICHARDSON,  
*Commission of House of Representatives*  
*to Supervise Construction of Office Building therefor.*

GENTLEMEN: I respectfully request that an appropriation of \$500,000 be made to carry on operations in connection with the construction of the House office building during the coming fiscal year. The amount heretofore available was \$1,556,364.45. The balance on hand is \$744,015. The financial statement attached to my report, giving an account of operations up to April 1, 1906, shows that the balance (actual and estimated) due on contracts already entered into will reach the amount of \$919,101.49, which amount is greater than the balance on hand, but as some of the contracts will not be completed during the next year it is estimated that the balance on hand April 1 will be sufficient to cover payments on these items.

Of the \$500,000 asked for as an additional appropriation, it is estimated that the following contracts are to be entered into and largely completed during the coming year, viz:

Interior marble work .....	\$80,000
Fireproof floor construction .....	97,000
Steam heating .....	78,000
Plumbing .....	90,000
Electric wiring .....	35,000
Plastering .....	45,000
Fireproof partitions .....	25,000
Office expenses, draftsmen, etc .....	51,000

Total ..... 511,000

Very respectfully submitted.

ELLIOTT WOODS,  
*Superintendent U. S. Capitol Building and Grounds.*

Approved:  
J. G. CANNON, *Chairman.*  
W. P. HEPBURN.

Mr. WOODS. The estimates, of course, are approximate. The estimates figured out for the entire work under these sections overreach those figures. That is about what we want to expend during the coming year to meet contracts under those heads.

The CHAIRMAN. You think that would be necessary to meet the obligations incurred in carrying on this work for the next fiscal year—at least \$500,000?

Mr. WOODS. Yes, sir.

#### CHARACTER OF BRICK USED.

Mr. TAYLOR. What is the character of the brick used in the construction of the foundation in this office building; is it good or bad?

Mr. WOODS. Good.

Mr. TAYLOR. Is there any considerable amount of salmon or soft brick there?

Mr. WOODS. We have persistently rejected everything in the nature of soft brick. We buy the run of the kiln brick, which covers the general average of the kiln except the salmon brick. I give my personal attention to that daily. I notice the brick piles every day as they go into the yard.

Mr. TAYLOR. There is no salmon brick in that?

Mr. WOODS. No, sir; I have gone over the building very carefully and I find none of those in use there.

## INSPECTION OF MATERIALS.

The CHAIRMAN. What system of inspection have you, Mr. Woods, for the purpose of determining the quality of the materials used in the construction of that building, including brick?

Mr. WOODS. The inspection of the material is carried on for me, whenever I choose to have it, by the National Bureau of Standards. They inspect all our cement. That is a daily inspection. The brick are brought on the ground and are under the eye of the constructor, a man in whom I have the greatest confidence. The men who are inspecting the brick piles are men of experience. The man in charge of the brick receipts is a man who has himself manufactured brick for twenty years.

The CHAIRMAN. What instruction, if any, have they in regard to rejecting?

Mr. WOODS. They are instructed to reject every undesirable load of brick. If a load of brick appears on the ground with the brick apparently mixed, with some apparently soft brick in, they are instructed to reject the whole load and send it back to the kiln.

The CHAIRMAN. And not pick out the imperfect bricks?

Mr. WOODS. Not unless it is shown, after the wagon is empty, that some soft brick are there, and then those are picked out and sent away. The contractor for the brickwork has no interest in using soft brick, because he does not buy the material. We buy the material. He puts it in place at a certain rate per cubic yard. I feel that the men on the ground are doing the best that they can. I can not find any reason for the criticism that has been made.

Mr. TAYLOR. Have you made an examination in the last three weeks?

Mr. WOODS. I have.

Mr. TAYLOR. In the last ten days.

Mr. WOODS. I have.

Mr. TAYLOR. Have you found any defective brickwork there?

Mr. WOODS. I have not found any defective brickwork there at all.

Mr. TAYLOR. Your attention has been called to the fact that it is stated there has been some defective brickwork there?

Mr. WOODS. Through members of this committee it has been called to my attention.

Mr. TAYLOR. And you have found it not correct?

Mr. WOODS. I have failed to find anything to substantiate that statement.

Mr. SMITH. Is it possible that some soft cullings have been piled up and somebody saw a pile of these cullings?

Mr. WOODS. That is possible. There is no use to deny that. But in face of the inspectors over there I do not think they would do it intentionally. Such a thing might have occurred if a bricklayer or a hod-carrier or a wheelbarrow man had gone over to a condemned pile and picked up a load of defective bricks.

The brick question, the cement question, the sand question, and the character of the mortar used in backing up the stonework, have all received my personal inspection. I never go over to the lot without looking over these features.

The CHAIRMAN. You do not rely upon your own personal inspection, do you?

Mr. WOODS. No, sir; I do not.

The CHAIRMAN. You have been constantly on the ground making this inspection?

Mr. WOODS. Yes, that is true. The material comes into the yard largely through one entrance. There is not a load of brick received there, that I know of, that does not receive the personal inspection of men whom I believe to be competent in the line of their duty.

#### NEW POWER-HOUSE BUILDING.

The CHAIRMAN. The next item is in regard to the power house. You make no estimate for that this year.

Mr. WOODS. No.

The CHAIRMAN. You have an appropriation now of \$493,000, none of which has been expended?

Mr. WOODS. None of it has been expended. That was held up on account of contracts to be entered into for machinery, which would largely determine the size and character of the building.

Mr. SMITH. Is the language here correctly descriptive of the power-house building?

The CHAIRMAN. No. We changed it in the urgent deficiency bill so as to include everything.

#### HOUSE OF REPRESENTATIVES OFFICE BUILDING.

Mr. WOODS. Can I ask you one question about the House office building? Would you like the financial statement?

The CHAIRMAN. If you have a complete statement there of the amount expended I think it would be well to put it in the record.

Mr. WOODS. I have a contract statement here showing the amount paid on these contracts and the estimated balances due.

The CHAIRMAN. Give it to the stenographer and he will print it in connection with your testimony. I think it is well enough to keep a record of the details of the expenditure on this building for future reference.

Mr. WOODS. Here it is:

#### HOUSE OFFICE BUILDING.

*Principal contracts made up to April 1, 1906, amounts paid and balance due on contracts.*

	Definite contracts.	Rate contracts.	Estimated amount, rate contracts.	Amounts paid to date.	Balance due definite and estimated.
Stonework, superstructure: Contract awarded B. A. & G. A. Williams, Mar. 28, 1905.	\$1,032,000	.....	.....	\$337,428.90	\$694,571.10
Excavation, square 690: Contract awarded Brennan Construction Co., July 8, 1904. (Completed.)	44,760	.....	.....	44,520.00	.....
Additional excavation under same contract. (Completed.)	.....	.....	.....	6,676.02	.....
Foundation trenches: Contract awarded Brennan Construction Co., Apr. 1, 1905 (Completed.)	.....	75 cents per cubic yard.	\$10,164.00	10,164.00	.....
Concrete footings and foundations: Contract awarded A. B. Stannard, Apr. 14, 1905. (Completed.)	.....	\$1.08 per cubic yard.	4,411.80	4,411.80	.....
Rough brickwork: Contract awarded Brennan Construction Co., July 8, 1905.	.....	\$3.43 per cubic yard.	148,000.00	52,701.27	\$95,298.73

• Estimated.

*Principal contracts made up to April 1, 1906, amounts paid and balance due on open contracts—Continued.*

	Definite contracts.	Rate contracts.	Estimated amount, rate contracts.	Amounts paid to date.	Balance due, definite and estimated.
Structural steel work, basement and first floors: Contract awarded American Bridge Co., June 16, 1905.	\$36,500.00			\$20,430.00	\$16,070.00
Second, third, and attic floors: Contract awarded the American Bridge Co.	61,900.00				61,900.00
Deep foundation work: Contract awarded Brennan Construction Co. (Completed.)	15,101.00			15,101.00	
Water pipe and special castings: Contract awarded Central Foundry Co., June 9, 1906.	4,782.00			4,222.41	559.59
Universal water pipe: Contract awarded Central Foundry Co., Aug. 5, 1905. (Completed.)	1,657.54			1,657.54	
Cement:					
12,000 barrels more or less—Contract awarded Atlas Portland Cement Co., Feb. 1, 1905. (Completed.)		\$1.65 per barrel.	\$15,108.32	15,108.32	
34,000 barrels more or less—Contract awarded Atlas Portland Cement Co., July 17, 1905.		\$1.75 per barrel.	40,851.47	27,279.83	13,571.64
Broken stone:					
7,500 cubic yards, more or less—Contract awarded National Mortar Co., Feb. 1, 1905. (Completed.)		\$1.85 per cubic yard.	13,139.29	b 13,139.29	
4,500 cubic yards, more or less—Contract awarded J. H. Bradley, July 17, 1905.		\$1.81 per cubic yard.	11,003.85	c 11,003.85	
Gravel (3,000 cubic yards, more or less): Contract awarded Cranford Paving Co., Feb. 1, 1905. (Completed.)		\$1.33 per cubic yard.	1,729.67	d 1,729.67	
Sand, building (5,000 cubic yards, more or less): Contract awarded Columbia National Sand Dredging Co., Feb. 1, 1905.		92 cents per cubic yard.	5,833.89	e 5,833.89	
Concrete: Contract awarded Columbia National Sand Dredging Co., Feb. 1, 1905. (Completed.)		92 cents per cubic yard.	6,483.17	f 6,483.17	
Brick:					
4,000,000, more or less—Contract awarded Potomac Brick Co., Feb. 1, 1905. (Completed.)		\$8.20 per M	40,559.25	40,559.25	
3,000,000 more or less—Contract awarded Highland Brick Co., Dec. 15, 1905.		\$7.97 per M	13,078.45	373.39	12,705.06
3,000,000 more or less—Contract awarded Potomac Brick Co., Jan. 23, 1906.		\$8.63 per M	17,710.06	6,947.14	10,762.91
3,000,000 more or less—Contract awarded Washington Brick and Terra Cotta Co., Jan. 23, 1906.		\$8.60	16,225.26	2,562.80	13,662.46
Total .....	1,196,700.54		344,298.47	628,383.54	919,101.49

<sup>a</sup> Estimated.

<sup>b</sup> 7,102.329 cubic yards furnished.

<sup>c</sup> 6,091.47 cubic yards furnished to date.

<sup>d</sup> 1,300.51 cubic yards furnished.

<sup>e</sup> 6,340½ cubic yards furnished.

<sup>f</sup> 7,046.91 cubic yards furnished.

THE CAPITOL—FLAGS FOR CENTRAL PORTION.

The CHAIRMAN. The next item here is to provide flags for the east and west front of the center of the Capitol, \$100. That is the same as the current appropriation. Do you spend that amount every year for flags?

Mr. WOODS. That just about covers it, Mr. Chairman. That includes the purchase of flags and the care of the flags, the painting every year of the flag poles and the restoration of halyards, tackle, etc.

The CHAIRMAN. Why is it necessary to make a specific appropriation for this? Why not include it in the general fund?

Mr. WOODS. I do not see why it could not be. I never could see the necessity of especially appropriating for it.

Mr. SMITH. This provision does not cover the Senate and House wings?

Mr. WOODS. No, only the East and West wings, center building.

Mr. TAYLOR. That is where the flag should never come down.

Mr. WOODS. The flags fly from sunrise to sunset, in accordance with that patriotic law that might be paid for out of the annual appropriations, unless someone would note the omission of the specific appropriation for flags. I suppose it will be all right to transfer it to annual repairs, if you use in the item there the words, "and for the purchase of flags."

The CHAIRMAN. Yes; that would clearly indicate that we did not intend by the omission of this specific item to dispense with the flag on the Capitol.

#### CLEANING AND REPAIRING WORKS OF ART.

The next item is continuing the work of cleaning and repairing works of art in the Capitol, including the repairs to frames, under the direction of the Joint Committee on the Library, \$1,500. Your estimate for the coming fiscal year is the same as the current appropriation. Is that appropriation entirely expended?

Mr. WOODS. It is. About 85 per cent of it goes to the salary of the man who has charge of the pictures. The rest is for materials.

#### • IMPROVING CAPITOL GROUNDS.

The CHAIRMAN. The next item is improving the Capitol grounds. Your estimate there is the same as the appropriation for the current year, \$25,000. Has that appropriation all been expended, Mr. Woods?

Mr. WOODS. That appropriation is always expended.

Mr. SULLIVAN. Do you regard that as a superfluous question?

Mr. WOODS. No, I beg pardon; I do not regard it in that way. It is one of those appropriations that usually run themselves out without any effort on my part.

The CHAIRMAN. The work done under this item is limited by the amount of appropriation?

Mr. WOODS. Yes.

The CHAIRMAN. Does this include maintenance of grounds, as well as improvements?

Mr. WOODS. Oh, yes.

Mr. SMITH. Why should it cost so much more regularly to care for this area than it does an equal amount of park area elsewhere after it is once put in good condition?

Mr. WOODS. After all, my experience with the Capitol grounds has been this, that about every four years you have to entirely renew the lawns. We take the work up in sections, and hence this appropriation is largely a matter for the payment of labor. In addition, the area of the grounds is more extensive than you would think.

The CHAIRMAN. There is more street area within the boundaries of the Capitol grounds than one would suppose?



Mr. WOODS. Yes.

The CHAIRMAN. That has to be taken care of in the winter?

Mr. WOODS. Yes, and a great amount of lawn during the rest of the year.

Mr. SULLIVAN. How many indigent soldiers are kept at work maintaining it?

Mr. WOODS. I think about 30 per cent of our labor you might class as that. In other words, there are about a dozen men who are old soldiers, who are taken care of by letting them do light work and sweep with brooms. But this I do not think you can avoid under the present circumstances.

#### LIGHTING THE CAPITOL AND GROUNDS.

The CHAIRMAN. The next item is lighting the Capitol and grounds. Your estimate there is the same as the current appropriation, \$42,500?

Mr. WOODS. Yes. Of that \$42,500 about \$7,000 annually is paid out for what I call current material, lamps, and care of chandeliers. In the last few years we have been installing new fixtures, and about \$10,000 of this proposed amount will go for fixtures for the basement story of this building.

The CHAIRMAN. I see you had a deficiency in 1905 of \$2,537.91. Will the current appropriation be sufficient to meet your requirements?

Mr. WOODS. We are going to make it so.

#### SUPERINTENDENT OF METERS.

Mr. SMITH. I wanted to ask one question as to this appropriation. You have a superintendent of meters here at \$1,200?

Mr. WOODS. Yes.

Mr. SMITH. What necessity is there for a superintendent of meters, or of meters themselves, in an institution of this kind, where we are consuming our own light?

Mr. WOODS. Attached to the Capitol management is the lighting of the Botanic Garden and the House and Senate stables, and engine house and outside folding rooms. These are different places where current is not supplied by the Capitol. They have meters, but in addition to that, this superintendent of meters monthly inspects something like 500 meters for the Government, for which we pay his salary. For instance, he inspects all the gas meters for all the public buildings in the city, and for the District of Columbia he does a great deal of inspection, and really what he does for the Capitol building is very little in comparison with what he does outside of the Capitol.

Mr. SMITH. What is the use of having them in the Botanic Garden and in the House and Senate stables?

Mr. WOODS. The lighting of these places is done by outside parties, and you do not find outside parties lighting a building without a meter. We buy the current or the gas, as the case may be. That is a small part of his duties. Some years ago, when the Capitol building was lighted by gas, we had quite a large number of meters in the building, and at that time the service of this official to the Capitol was very valuable, and in the meantime these various departments have called on him to inspect their meters. He is an authorized inspector under the law.

Mr. SMITH. Do you know whether they pay him anything out of their funds for this inspection?

Mr. WOODS. I am informed they do not, and I do not believe they do.

Mr. SMITH. As an expense to the Capitol this is not justified now!

Mr. WOODS. You mean it is not justifiable to let the Capitol bear that burden?

Mr. SMITH. I mean that it should not be charged to the expense of the Capitol. You would not regard it a proper salary to pay a man \$1,200 to inspect the meters of the Botanic Garden and the House and Senate stables?

Mr. WOODS. I hardly would, if that covered all his duties. I do not want to cut this man out of his salary so long as he is doing the outside work for the benefit of the Government. I think the Departments will testify that they depend upon him for their certificates.

Mr. SMITH. We have nothing except your assurance of this information to protect every Department of the Government from paying him for this work. Though I have no doubt that your information is all right about it, there is nothing to prevent a serious abuse here. He is receiving pay from the Capitol, and he may be drawing pay from every Department of the Government besides, for all we know.

Mr. SULLIVAN. There is nothing on the face of this appropriation to indicate the other Departments for whose benefit he is being paid out of this appropriation.

Mr. BROWNLOW. Is there not something more than the mere reading of the meters—tests of accuracy?

Mr. WOODS. He is reading the meters and keeping a ledger account of the readings, and submitting reports to the Departments. I think, of late, he added the meters of the Agricultural Department to his work. If you take this out, you should have a provision making somebody in the Departments responsible.

Mr. SMITH. If they have a boy in the Agricultural Department who can not read a meter, I would discharge him.

Mr. WOODS. Suppose the Treasury Department will not take his certificate? That is the point. The Treasury Department has been relying upon this man's statements for the years that he has been employed by us. Somebody ought to take care of the matter. Of course the Capitol is bearing the burden of his salary.

Mr. SMITH. That is all right if he is doing the work.

Mr. BROWNLOW. Who tests the accuracy of these meters? Somebody has to do that.

Mr. WOODS. The testing laboratory of the District and the Bureau of Standards do that. So far as our gas meters at the stables and Botanic Garden are concerned, they have been tested two or three times in the last four years by the District government. But this man brought up the question as to their accuracy. When he did so he was given authority to have the meters tested by the District.

Mr. BROWNLOW. Then his duties reach beyond the mere reading of the meters. He looks after and detects and investigates the reliability of the meters.

Mr. WOODS. In that sense he does. He is supposed to watch carefully the average consumption, and if he sees anything unusual in the figures from month to month he is supposed to make some question about it and have the meters inspected.

Mr. SMITH. Have you any idea of the total amount paid by the Government for this light in the two stables and the Botanic Garden—what it would amount to?

Mr. WOODS. I could not say offhand, but I think it will average about \$290 a month.

Mr. SMITH. So that his salary, so far as it applies to these subjects that are really properly carried by this bill, would be about 33½ per cent of the total amount paid for that purpose?

Mr. WOODS. Yes.

The CHAIRMAN. Where is the House stable?

Mr. WOODS. At the corner of B and Third streets SW.

The CHAIRMAN. It was provided for by special act of Congress in the Forty-ninth or Fiftieth Congress?

Mr. WOODS. Yes, sir.

The CHAIRMAN. What is it now used for?

Mr. WOODS. The stable is allotted to the use of the contractor who hauls the House mails and documents. I think that is a part of the consideration in the contract, that the contractor for that work shall have the use of the House stable. It is also used for the storage of all document boxes for the House of Representatives. A sort of rough carpenter shop is kept there. Lately the boxes have been let out by contract, and the upper part of the building, the available space, has been used for the storage of these boxes.

Mr. SMITH. Is not the expense of lighting that stable and the Senate stable nominal?

Mr. WOODS. Yes.

Mr. SMITH. Your estimate comes to about \$3,500 a year for the lighting of these three places?

Mr. WOODS. I think the total outside lighting is about \$290 a month during the winter season and somewhat less during the warmer months.

The CHAIRMAN. This stable is also used to house the horses and wagons of the House document room, is it not?

Mr. WOODS. Yes. I am not aware whether the mail contractor covers the whole of that work or a part of it.

The CHAIRMAN. The horses and wagons for the House document room belong to the Government. The contractor has nothing to do with it. His contract relates only to the mail.

#### REPAIRS TO STEAM FIRE-ENGINE HOUSE AND SENATE AND HOUSE STABLES.

The next item is repairs and improvements to steam fire-engine house and Senate and House stables, etc., \$1,500. It is the amount of the current appropriation. Will that appropriation be expended during the current year?

Mr. WOODS. It will be.

The CHAIRMAN. You need the same amount for the coming year?

Mr. WOODS. Yes, sir; the same amount. We have under our jurisdiction, in connection with that, the No. 3 engine house, which is an exception, I think, over other engine houses, which are in the charge of the District, but for a long time No. 3 engine house has been supposed to look out particularly for the Capitol. It has been called on two or three times in the past year in the matter of fires.

Mr. SMITH. I would like to ask in that connection why you cover

the House and Senate stables instead of the Capitol stables. Why is that language used?

Mr. WOODS. I do not know, except that that language has been used in that way as long as I can remember.

Mr. SMITH. I do not understand the meaning of the language. This is for repair and improvement to steam fire-engine house and Senate and House stables. Is that it?

Mr. WOODS. Yes, sir.

## REGISTERS AND RECEIVERS.

### STATEMENT OF HON. FRANK W. MONDELL BEFORE COMMITTEE ON APPROPRIATIONS AGAINST THE ABOLITION OF THE OFFICE OF RECEIVER OF PUBLIC MONEYS IN UNITED STATES LAND OFFICES.

The Commissioner of the General Land Office in his report for 1905 recommends that the office of receiver of public moneys for United States Land Offices be abolished, and he states that a quarter of a million of dollars would annually be saved to the Government thereby. The Commissioner bases his estimate of alleged saving on the fact that the total compensation of the one hundred and seventeen receivers last year was \$285,000, and if these offices could be abolished without incurring any additional expenditures the saving would, of course, be the amount of the salary now paid. The Commissioner gives it as his opinion that the only additional assistance that would be required by the abolishment of the office of receiver would be one clerk at \$1,000 a year in each of the twenty-five land offices where no clerks are now employed. This would entail an expense of \$25,000 and subtracting that from \$275,000, the estimated amount which would be paid to receivers the coming year under the law as it now stands, the Commissioner arrives at his estimate of \$250,000 as the amount that would be saved by the abolition of this office.

It is my opinion that the question of cost of maintaining the office of receiver of public moneys is by no means the most important matter for consideration in this connection, for the receivers do perform very important and valuable services to the Government and entrymen, but looking at the matter from the standpoint of economy alone I am unable to agree with the Commissioner's estimate of the saving that would result if the office were abolished.

The fact is that the saving could by no possibility amount to the full sum of the compensation of the receiver, even if no additional clerks were required. The amount saved in salaries in all cases where the compensation of each officer is less than \$1,750 is only \$500 if no additional clerk is required. The reason for this is plain.

The register and receiver receive first a salary of \$500 each, and above this, commissions shared jointly until the maximum compensation of \$3,000 each is reached. The proposed bill abolishing the office of receiver provides that the registers shall receive fees in like amounts with the fees now paid to both register and receiver up to the maximum compensation, so that the register would, if the office of receiver were abolished, receive the fees now going to both up to the maximum allowance of \$2,500 in fees and \$500 in salary. Therefore, wherever the total fees amounted to less than \$2,500 they would all

go to the register; and this would be the case wherever the total compensation of receivers is less than \$1,750, or \$500 salary and \$1,250 fees.

The report of the Commissioner shows that there were 21 offices where the compensation of the receiver was less than \$1,750 last year. The saving in these offices by doing away with the receivers would be twenty-one times \$500, or \$10,500 if no additional clerks were employed. As the Commissioner, however, contemplates the appointment of a \$1,000 clerk at each of these offices, there would be, as a matter of fact, an added expenditure of \$10,500 in these 21 offices instead of a gain of that amount. The Commissioner, however, evidently estimates a saving in these offices of the total amount of present compensation of the receivers, and this in the 21 offices above referred to amounted last year to \$26,367.71. If from this estimated saving we subtract \$10,500, the actual saving in this item (doubly offset, however, by the salary of extra clerks), we have here the sum of \$15,867.71 to be subtracted from the Commissioner's estimate of saving.

Nor is this all by any means, for the saving in the offices where the receiver receives between \$1,750 and \$3,000 would be by no means the full amount of the compensation of the receivers, not to mention the sums necessary for additional clerks. In offices of this class the saving, if no additional clerks were required, would be the difference between the amount of total joint compensation of both registers and receivers and the sum of \$3,000, the maximum salary, for wherever the register and receiver are receiving less than the maximum the abolition of one officer would give the other officer the maximum compensation.

There are 39 offices where the compensation of each officer was above \$1,750 and below the maximum last year. The total compensation of receivers in these 39 offices last year was \$90,637.61, and this is evidently the amount the Commissioner estimates is to be saved. As a matter of fact, however, if no additional clerk were required after the receiver was dismissed, the saving would only be the sum of the amounts which the combined compensation in each office exceeded \$3,000. I find the combined compensation of registers and receivers in these 39 offices last year was \$181,347.22. If the bill recommended by the Commissioner abolishing the office of receiver passed, the registers in all of these offices would receive the maximum compensation of \$3,000 each, or \$117,000 in all. The saving, if no additional clerks were required, would therefore be \$181,347.22 less \$117,000, or \$64,347.22, and not \$90,637.61, the present compensation of receivers.

From the above it will be seen that we must again revise the Commissioner's figures by further reducing the estimated amount of saving by the difference between the amount of saving he estimates in the class of cases above cited (the amount of compensation of receivers), \$90,637.61, and the actual amount under the terms of his proposed bill, \$64,347.22, the difference being \$26,290.39. Add this excess to the excess in the first class of cases and we have the sum of \$42,159.10 to deduct from the Commissioner's estimate of saving, leaving it \$207,840.90.

But this is not all, by any means. The Commissioner estimates that clerks will be required in all offices where there are none now, and I have pointed out to you that to furnish these clerks at even \$1,000 a year will entail an extra expense of over \$10,000 above the present cost of running these offices.

If clerks are needed, in the opinion of the Commissioner, in the offices where the compensation is now small and therefore the business light, how much more will they be needed in the offices where the receiver now gets from \$1,750 to \$3,000 per annum. Is it not a rather violent assumption that 54 officers who now receive \$3,000 each, who pass daily on many important questions and handle vast sums of money, can be dispensed with and no provision whatever made for anyone to take their places and perform their duties? My opinion is that there would have to be, and would be within a year, a chief clerk in every one of these land offices, and that in all the larger offices this clerk would receive \$1,500 per year.

Remember, these clerks would, under the terms of the pending bill, be bonded officers of the Government, clothed with judicial powers in cases which often involve property worth tens of thousands of dollars and in the aggregate many millions—in many cases practically all of the property of a citizen. Many clerks in land offices now receive \$1,200 a year, and as these clerks would be the chief clerks, and clothed with judicial authority, they would undoubtedly receive at least \$1,500 each.

There are 117 land offices. The Commissioner has estimated that 25 of the smallest and least important of these offices would require \$1,000 clerks. Surely the remaining 92 will require \$1,500 chief clerks, if we dispense with receivers now receiving from \$1,750 to \$3,000. This would involve a further expense of \$138,000 per annum, still further reducing the Commissioner's estimate by this amount and leaving the net saving not \$250,000 but possibly \$69,840.90, probably less.

But the question as to the possible saving by the abolishment of the office of receiver is comparatively unimportant when considered in connection with the importance of the policy involved. The proposition is simply one of dispensing with the services of one hundred and seventeen officials appointed by the President from among the body of the people of men who are conversant with conditions in the public-land States and who have had in the majority of cases considerable experience with the workings of the public-land laws, and are qualified to weigh intelligently in proofs and contests the evidence presented from the standpoint of the law as well as of equity and good faith, which must so largely control in the settlement of public-land questions, and substituting for them civil-service clerks, possibly at a somewhat lessened cost, who, by reason of the character of their preparation and training, can not possibly have the knowledge or experience necessary to qualify them to pass justly and equitably on questions arising between claimants or between a claimant and the Government.

It is not only a movement in the direction of further centralization but in the direction of still further minimizing the opportunity of the settler to secure a fair statement of the basis of his claims in the first instance, thereby increasing the necessity for expensive appeal.

The sweeping recommendations of the Commissioner, which necessarily carries with it the assumption that the work now performed by every receiver receiving above \$1,750 a year can be performed by the register and the clerks without additional help is not, in my opinion, justified by the facts. If, as a matter of fact, there are receivers who are not performing valuable services who hold their places as the sine-

cure which the Commissioner seems to consider them, it is, it occurs to me, the duty of the Interior Department to demand of such officers that they resign and make way for those who will perform faithfully and diligently the duties incumbent upon them rather than make the possible shortcomings of a few the basis of a virtual indictment of all these officers.

That receivers of the land office generally are rendering most efficient, valuable, and faithful service both to the Government and the settler, which can not possibly be equally well performed either in the interests of the Government or the settler and particularly the latter by the average civil service clerk, no matter what salary he received, I am in a position to testify from personal knowledge.

I am of the opinion that it might be in the interest of good service to provide that wherever the compensation of a receiver falls below \$1,500 per annum for two consecutive years the office shall be abolished and the duties performed by the register. This would not be a measure of economy, but would insure offices where the business is light having one officer who received enough to pay a good man to give all his time and attention to it.

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SATURDAY, *May 5, 1906.*

## DEPARTMENT OF STATE.

**STATEMENT OF MR. CHARLES DENBY, CHIEF CLERK OF THE STATE DEPARTMENT; MR. T. J. NEWTON, ACTING CHIEF OF THE BUREAU OF ARCHIVES, DEPARTMENT OF STATE; MR. HARRY FIELDING REID, OF JOHNS HOPKINS UNIVERSITY, BALTIMORE, AND MR. WALTER S. BECKER, OF THE U. S. GEOLOGICAL SURVEY.**

### CHRONOLOGICAL HISTORY OF THE DEPARTMENT OF STATE.

The CHAIRMAN. We will first take up Document No. 403, being a supplemental estimate from the State Department to enable the Secretary of State to purchase the manuscript of a chronological history of the Department of State and the foreign relations of the Government from September 5, 1774, to July 1, 1885. Who made this compilation?

Mr. NEWTON. Mr. John H. Haswell, who was Chief of the Bureau of Indexes and Archives in the Department of State.

The CHAIRMAN. At the time he made the compilation?

Mr. NEWTON. Yes, sir.

The CHAIRMAN. Was the compilation made in his own time or the Government's time?

Mr. NEWTON. In his own time.

Mr. SULLIVAN. How late was it brought down?

Mr. NEWTON. He intended to have it finished in 1881, but he brought it down to 1885.

Mr. SULLIVAN. Does it contain a digest of the treaties?

Mr. NEWTON. Just what is called for there. The document expresses it better than I can. It is a complete document of itself and of its kind.

Mr. SULLIVAN. A document showing the diplomatic history of the country from the beginning to 1885?

Mr. NEWTON. From the Colonial Congress; yes, sir.

Mr. TAYLOR. Who now owns it?

Mr. NEWTON. He left it to his niece, Mrs. Oliver.

Mr. TAYLOR. Mrs. Gibson Oliver; how was she related to him?

Mr. NEWTON. His niece; and I find that he died at her house.

Mr. SULLIVAN. I see that every Secretary of State for some time past has been recommending the purchase of this manuscript.

Mr. NEWTON. Yes, sir.

Mr. SULLIVAN. Including Secretary Root.

Mr. NEWTON. There is not any question about the manuscript being valuable to our Department, and it would be to the Committee on Foreign Relations; but it would be exceedingly valuable to our Department, and could not be duplicated.

Mr. SULLIVAN. I notice as you recommend the legislation that it would limit its distribution to the State Department and would not extend the distribution to Congress.

Mr. NEWTON. That was suggested by the Secretary. Of course, that can be changed; that was left open.

Mr. SULLIVAN. I think it would be a very valuable document for members of Congress to have.

Mr. NEWTON. It would indeed. Mr. Blaine, Mr. Foster, and Mr. Frelinghuysen were very enthusiastic in regard to it, and it was a surprise to them to see that it had not been put in our possession before.

The CHAIRMAN. Have you submitted estimates for it every year up to this time?

Mr. NEWTON. Yes, sir.

The CHAIRMAN. How long was Mr. Haswell in preparation of this document?

Mr. NEWTON. I judge he was certainly from twelve to fifteen years, and he not only got his information inside of the Department but from the outside. Of course there is a great deal in the chronological history that can not be gotten in our Department—not obtainable. He got it from authentic sources—libraries, private collections. I was intimate with him is the reason that I speak so positively about it. We were close together. I was in his bureau the whole time he was in charge in the same bureau.

Mr. SULLIVAN. I should think this would be valuable to every member of the Senate, they having to deal with treaties, and also to the members of the House under present practice.

Mr. SMITH. You have the treaties compiled?

Mr. NEWTON. We have a compilation of treaties.

Mr. SMITH. To what extent have we compiled the diplomatic correspondence?

Mr. NEWTON. The more important things have been printed almost up to date with one or two exceptions. The diplomatic correspondence is printed now every year in what we call "Foreign Relations."

Mr. SMITH. Has it been compiled in one publication since Judge Wharton's works?

Mr. NEWTON. Judge Wharton's work was a digest of international law.

Mr. SMITH. And he compiled the diplomatic correspondence of the Government also, did he not?



Mr. NEWTON. Not that I am aware of.

Mr. SMITH. I think you will find on examination that he did.

Mr. NEWTON. I did not know that Doctor Wharton had done anything of that kind. I knew he had a digest of international law. That is now being revised and reprinted.

Mr. SMITH. You will find that he compiled the diplomatic correspondence of the Revolution.

Mr. NEWTON. I have never seen it.

Mr. SULLIVAN. If this manuscript were purchased, how soon would it be before the book would be published and available for distribution?

Mr. NEWTON. That would remain for the Department. As soon as the appropriation was made they could get it out. It would not take long to edit it, I do not suppose.

Mr. SULLIVAN. I understand it is all edited.

Mr. NEWTON. Of course there would have to be some corrections, and annotations would have to be inserted in proper places.

Mr. SULLIVAN. You would not alter the text of the work?

Mr. NEWTON. Not at all, sir. It is not altered. It is in his own hand writing—his own preparation. There were certain things that he found out after he had written it up.

Mr. SULLIVAN. So that the work would contain nothing but the work of Mr. Haswell?

Mr. NEWTON. That is right.

Mr. SMITH. How much would it cost to publish the edition of 5,000?

Mr. NEWTON. I do not know as to that.

Mr. SMITH. This is an item of \$6,000. How much would it cost to print and bind an edition of 5,000 copies?

Mr. NEWTON. I am not positive as to that.

Mr. SULLIVAN. How large a size?

Mr. NEWTON. Four volumes.

Mr. SULLIVAN. Would it be required to be published in one or more volumes?

Mr. NEWTON. I suppose it would be published separately. The volume of chronological history would be by itself and the list of the diplomatic and consular officers would be in another volume by itself.

Mr. SULLIVAN. What size of volumes do you anticipate?

Mr. NEWTON. I had not given that a thought. I suppose the diplomatic history would be a volume of about 400 pages of printing.

Mr. SULLIVAN. As large as this [indicating an octavo volume]?

Mr. NEWTON. Yes, it would be fully that size. I think it would perhaps be larger than that. It would be at least the size of this book or this [indicating a quarto volume].

The CHAIRMAN. Have we no books containing a list of the diplomatic officers complete?

Mr. NEWTON. No, sir. They have been issuing a list of diplomatic and consular officers from about the year 1828, but they were issued only, say, once in two years, or once in five years, and occasionally a little slip was published between times.

The CHAIRMAN. This would not be complete if it contained a list of officers down to 1885 only?

Mr. NEWTON. No; that is all the book contains. But it would be an easy matter to bring it down to date from 1885. Our records are complete from that date.

The CHAIRMAN. You have the complete records in your Department of all the diplomatic and consular officers?

Mr. NEWTON. From the foundation of the Government?

The CHAIRMAN. Yes.

Mr. NEWTON. No, sir; we have not. It would be impossible to make a complete list.

The CHAIRMAN. What particular benefit would be derived from a knowledge of the diplomatic and consular officers of fifty years ago or one hundred years ago?

Mr. NEWTON. That is a matter I could hardly answer. If you knew the thousands of inquiries that are made of the Department—a thousand in an Administration—you would be surprised at the number of requests that come in for information as to who filled such and such a place at such and such a time, for this or that purpose. Take the French Spoliation claims. They have to refer back to who was a consul at that time at such and such place.

Now it would be impossible to tell who held the office without such a list as this; and another thing, many officers are assigned by the ministers. Consuls die, and there are vacancies, and there is no chance to appoint anybody else, and the ministers designate people to fill those places. Those are all brought out in this work. We have not got that information in the Department except as it could be had by going through the correspondence of the ministers, showing that they had appointed John Smith or so-and-so to such and such a position.

#### INTERNATIONAL PRISON CONFERENCE.

The CHAIRMAN. You have submitted a supplemental estimate heretofore in Senate Document No. 158 for defraying the expenses of the American representatives to the International Prison Conference. I do not see any amount attached to it.

Mr. SULLIVAN. There is not any amount to this document.

Mr. DENBY. That conference does not come off until 1910, as you will notice. The State Department has not formulated any request for appropriation yet. This is submitted to show what was done under order of Congress.

The CHAIRMAN. The invitation has been extended?

Mr. DENBY. Yes; and has been accepted.

The CHAIRMAN. The time for the conference is 1910?

Mr. DENBY. Yes, sir.

The CHAIRMAN. Where is it to be held?

Mr. DENBY. In America. The place has not yet been fixed. I do not think any detailed steps have been taken in regard to this matter. It is too early yet.

#### INTERNATIONAL SEISMOLOGICAL ASSOCIATION.

The CHAIRMAN. The next item is \$1,300 for defraying the necessary expenses in fulfilling the obligations of the United States as a member of the International Seismological Association.

Mr. BECKER. I was asked by Director Walcott, of the United States Geological Survey, to answer any questions that may be asked about it.

The CHAIRMAN. When is this convention to be held?

Mr. BECKER. It is to be held this summer, I believe. I have here Professor Reid, of Johns Hopkins University, who is the man mentioned there as likely to be the delegate in case that appropriation is made.

Mr. REID. There is a request for an annual appropriation in order to allow the United States to join this association and to appoint a delegate who will be present at the meeting. The meetings of the association as a whole will take place according to their constitution not less than once in four years.

In the interval an executive committee is appointed, and they are liable to be called together whenever it may be necessary. But there is no stated time for their meetings.

The CHAIRMAN. Have you had any appropriation for the current fiscal year for this purpose?

Mr. REID. The United States Government has not made any appropriation for this purpose. Therefore the Government has not been able to join the association. The association was organized in 1903 at Strassburg. I was appointed a delegate to that meeting and was present, but I could not represent the country officially and could not, of course, say anything as to what the country would do as to making an appropriation and joining the association.

The CHAIRMAN. How many different countries have joined the association?

Mr. REID. About twenty; practically all the civilized world.

The CHAIRMAN. Except the United States?

Mr. REID. Yes; except the United States. France has not joined, I believe. There was some little feeling, I believe, between France and Germany at that time.

Mr. BECKER. The first session was summoned to meet in Strassburg in 1903.

Mr. REID. Japan has joined, and also the Argentine Confederation of South America.

Mr. TAYLOR. The amount here is \$1,300, I believe. That is the estimate.

The CHAIRMAN. We are having the practical result without being a member of the association. [Laughter.]

Mr. SMITH. This item covers not only expenses of the Government, but contributions to the expenses of the association?

Mr. REID. I think that is contained in my letter.

Mr. BECKER. Five hundred dollars is to pay the expenses of the man who is to take the trip to Europe, and \$800, the remainder, is for the expenses of the association.

Mr. SMITH. Does the international association publish reports?

Mr. REID. Yes.

Mr. SMITH. And for \$800, the membership fee, we get these reports?

Mr. REID. Yes.

Mr. SMITH. Does the \$800 include the right to a fixed number of copies of the reports of the association for the use of the United States?

Mr. REID. That point was not brought up at the conference, but I am sure a certain number of copies would be obtained; just what number I could not say, but I am sure as many as might be needed.

The CHAIRMAN. Is it intended that the association would sell the reports?

Mr. REID. No; I think the idea would be to distribute them to the various countries.

Mr. SULLIVAN. Would the original reports be in English?

Mr. REID. I think they would be in all languages. The tendency now is to use English, French, German, and Italian in all these international reports.

The CHAIRMAN. This is an association of nations and not of individuals?

Mr. REID. Yes. The membership is not made up of individuals. The members are the nations themselves. I may mention that the countries joining the association would be members until the year 1916; that is, twelve years from April, 1904, and after that the membership goes by four-year terms. The nations that join it would be expected to remain during that period.

Mr. SMITH. So that if we make this appropriation it would be an implied promise to make it until the year 1912?

The CHAIRMAN. The year 1916?

Mr. REID. Yes.

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MONDAY, *May 7, 1906.*

### LIGHT-HOUSE ESTABLISHMENT.

#### STATEMENT OF REAR-ADMIRAL GEORGE C. REITER, CHAIRMAN OF THE LIGHT-HOUSE BOARD.

The CHAIRMAN. Admiral, you are the chairman of the Light-House Board?

Admiral REITER. Yes, sir; and I have not as yet appeared before any of the committees. The naval and military secretary have done the appearing here, as they know all the details in regard to the matter. But I want to assure the committee that the estimates made by the Light-House Board are close estimates. There is no margin for reduction by the committee, as I have been given to understand that the committee sometimes thinks there is. There is absolutely none.

They are close estimates. They have always been. I have been in the Light-House Service as inspector for a number of years, and I said, "Why in the world do you not do that sort of thing?" But it has never been done, and is not done now, and Congress in not appropriating the full amount of money estimated by the Light-House Board is not working in the way of economy at all.

#### CONSTRUCTION OF LIGHT-HOUSE TENDERS.

Take, for example, the building of a light-house tender. It is designed and the estimate of her cost is made. Now your committee cuts it down. That necessitates a reduction in all sorts of ways, taking away from that ship a whole lot of things which are absolutely necessary; and you get an abortion, in the first place, and subsequently all those things have to be supplied through other appropriations by whipping the devil around the stump. So it is with all light vessels, so that I do not think the committee in cutting down appropriations or estimates is working in the interest of economy.

## INCREASED COST OF LIGHT-SHIPS.

Then the cost of everything has increased tremendously. I have here a little memorandum which I got from the secretaries. The last five light-ships cost \$82,000 each. The lowest bid received four months ago on the same plans, without a number of items necessary, was \$109,000 for each. These five light-ships were built by the New York Ship Building Company, at Camden, N. J., and I believe they would not bid at all for new ones. They knew the amount appropriated by Congress, and they would not bid at all on these ships.

Mr. SULLIVAN. What is the cause of that increase of more than one-third?

## INCREASE IN COST OF MATERIAL AND LABOR.

Admiral REITER. It is the cost of material and the cost of labor. The bids went as high as \$134,000 each. Now that is as to the cost of ships.

Here is a memorandum of the increased cost of material from 1884 to 1906 [reads]:

*Statement of differences in prices for material and labor in 1884 and 1906.*

		Cost of material.	
		1884.	1906.
Brick	per M.	\$8.00	\$10.25
Brick, measured in the wall	do.	12.00	18.00
Common lumber	do.	13.00	21.00
Clear lumber	do.	22.00	40.00
4-inch flooring	do.	25.00	45.00
Ceiling, beaded	do.	25.00	42.00
Shingles	dc.	2.50	2.50-3.00
Lime	per barrel	.70	.90
Cast iron	per pound	.04	.06
Wrought iron	do.	.06	.08
Cast steel	do.	None.	.06-.08
Machinery steel	do.	.05	.06-.08
		Cost of labor.	
		1884.	1906.
Carpenters	per day	\$2.50	\$3.50
Bricklayers	do.	3.50	5.00-6.00
Stone masons	do.	3.50	5.00-6.00
Plasterers	do.	3.00	4.50-5.50
Painters	do.	2.50	3.50
Plumbers	do.	4.00	5.00
Laborers	do.	1.25	2.00
Stone cutters	do.	3.50	5.00
Structural ironworkers	do.	3.00	4.00-5.00
Sheet-metal workers	do.	2.00	3.00-3.50

Mr. TAYLOR. Did you make the average of what that increase was?

Admiral REITER. No, sir; I have not. That is the general increase all over the country.

Mr. SULLIVAN. Where do you get your figures, sir?

Admiral REITER. These come from this article, which I will read. (Reads:)

In view of the general activity which prevails in the building line and the promising outlook for the coming season it is interesting to note the prevailing rates of wages in the various branches of this particular branch of industry. As showing the wages paid in the leading cities of New York State and some of the cities of Ohio

and Pennsylvania we present herewith a table in which the wage scale is compiled on an hourly basis and is revised to March 15 of the current year. It was compiled for the New York State Association of Builders by its enterprising secretary, James M. Carter, and in comparing the figures presented in the table with those prevailing in the corresponding branches of trade a year ago a number of notable changes will be apparent, all in the nature of an advance. This table is sent out in the form of a folder and constitutes a most interesting and valuable contribution to the literature of the building business.

I do not know exactly where this came from. Colonel Lockwood gave it to me. Would you like to hear the whole of it?

Mr. SULLIVAN. No; not if you do not know where it came from.

Admiral REITER. I can say very positively that it is authentic, because otherwise Colonel Lockwood would not have had it.

Mr. SULLIVAN. We want to exercise a little independent judgment on that point, particularly where the information is not in accordance with our own idea of the facts. I think that may be true as to the increase of labor in the city of New York.

Admiral REITER. This thing here, that I have read to you, is taken from the records of the Light-House Board. I made a mistake as to the origin of the statements in this article. This that I read to you, I repeat, is taken from the records of the Light-House Board. This shows the different rates of wages paid in different parts of New York State.

Mr. SULLIVAN. We want to have that in.

Admiral REITER. The words "Wages by the New York Builders' Exchange" are written in here, and this statement gives the wages paid in Albany, Bath, Binghamton, Buffalo, Elmira, Ithaca, and all the way through. Here is Pittsburg also, and Toledo, Ohio. The rates of wages vary very much in the State of New York. This is the table:

*Wages by the New York Builders' Exchange.*

TO MARCH, 1906.

	Brick-layers.	Carpenters.	Cement finishers.	Electricians.	House painters.
Albany, N. Y. ....	\$0.50	\$0.31-36	\$0.50	\$0.37 <sup>a</sup>	..
Bath, N. Y. ....	.30-35	.25-30			
Binghamton, N. Y. ....	.50	.25	.40	.25	..
Buffalo, N. Y. ....	.50	.37 <sup>a</sup>	.45	.37 <sup>a</sup>	..
Elmira, N. Y. ....	.50	c 2.50			
Ithaca, N. Y. ....	.50	.31 <sup>a</sup>			
Jamestown, N. Y. ....	.50	.30 <sup>a</sup>			..
New York, N. Y. ....	.70	.56 <sup>a</sup>	.60	a 4.00 <sup>a</sup>	..
Niagara Falls, N. Y. ....	.50	.37 <sup>a</sup>	.50	.37 <sup>a</sup>	..
Olean, N. Y. ....	.55 <sup>a</sup>	.27 <sup>a</sup>	.40		
Rochester, N. Y. ....	.63	.37 <sup>a</sup>	.31 <sup>a</sup>	.37 <sup>a</sup>	..
Syracuse, N. Y. ....	.50	.30-35	.25-35	.35	..
Troy, N. Y. ....	.50	.35	.30	.35	..
Utica, N. Y. ....	.50	.34 <sup>a</sup>	.50	.25	..
Watertown, N. Y. ....	.45	.27 <sup>a</sup>	.45	.45	..
Cleveland, Ohio. ....	.55-60	.40	.40-50	.43 <sup>a</sup>	..
Columbus, Ohio. ....	.55	.37 <sup>a</sup>	.35	.35	..
Eric, Pa. ....	.50	.30	.33 <sup>a</sup>	.30	..
Pittsburg, Pa. ....	.60	.43 <sup>a</sup>		.50	..
Toledo, Ohio. ....	.60	.30-35	.20-27 <sup>a</sup>	.50	..

<sup>a</sup> Per day.

<sup>b</sup> Per week.

<sup>c</sup> For 9 hours.

*Wages by the New York Builders' Exchange—Continued.*

TO MARCH, 1906—Continued.

	Laborers.	Lathers.	Painters.	Plasterers.	Plumbers.
Albany, N. Y.	\$0.25	\$0.45	\$0.34	\$0.50	\$0.43
Bath, N. Y.	.15	a 1.50	.25	.35	
Binghamton, N. Y.	.25	a 1.50	.25	.45	.37
Buffalo, N. Y.	17-22	a 2.00	.37	.50	.43
Elmira, N. Y.	.25	a 1.60	b 2.50	.50	
Ithaca, N. Y.	17-22		25-28	.50	.37
Jamestown, N. Y.	.20		.27	.40	.36
New York, N. Y.	.37	.50	.50	b 5.50	b 5.00
Niagara Falls, N. Y.	.20	c .03	.31	.45	.37
Olean, N. Y.	.22	c .03	.25	.40	.30
Rochester, N. Y.	21-23	b 3.00	b 2.75	.53	.40
Syracuse, N. Y.	.20	.45	.82	.50	.88
Troy, N. Y.	15-25	a 2.00	.34	.50	.34
Utica, N. Y.	b 2.00	a 1.50	.28	.45	.40
Watertown, N. Y.	.22	a 2.00	.37	.50	.45
Cleveland, Ohio	.25	c .04	.37	.56	.50
Columbus, Ohio	28-31	.45	.30	.50	.40
Eric, Pa.	20-25	c .03	.25	.33	.37
Pittsburg, Pa.	.35	.40	.42	.52	.50
Toledo, Ohio	25-28	.45	.31	.50	.43

	Stone masons.	Stone-cutters.	Steam fitters.	Structural iron workers.	Sheet metal workers.
Albany, N. Y.	\$0.50	\$0.45	\$0.43	\$0.45	\$0.50
Bath, N. Y.	.35				
Binghamton, N. Y.	.43	.43	.26		.26
Buffalo, N. Y.	.45	.50	.43	.50	.35
Elmira, N. Y.	.45	.45			
Ithaca, N. Y.	.45	.50	.37		.28
Jamestown, N. Y.	.45	.45	.36		.27
New York, N. Y.	.56	.62	.56	.56	b 4.50
Niagara Falls, N. Y.	.50	.50	.37	.50	.37
Olean, N. Y.	.39	.40	.30		.20
Rochester, N. Y.	.53	.50	.40	.40	
Syracuse, N. Y.	.50	.40	.38	.50	.30-40
Troy, N. Y.	.50	.50	.34		.31
Utica, N. Y.	.45	.45	.30	.25	.40
Watertown, N. Y.	.50	.50	.41	.50	
Cleveland, Ohio	.45	.50	.44	.50	.37
Columbus, Ohio	.50	.50	.43	.50	.35
Eric, Pa.	.45	.40	.37	.45	.25-30
Pittsburg, Pa.	.50	.50	.50	.50	.42
Toledo, Ohio	.50-55	.50	.37	.40	.30-45

a Per thousand.

b Per day.

c Per yard.

The CHAIRMAN. Has your Board made an investigation for the purpose of ascertaining whether or not there is any combination among ship-builders, resulting in materially increasing the price of these vessels?

Admiral REITER. No, sir.

The CHAIRMAN. It is a fact, is it not, that nearly all the shipyards are complaining about not having sufficient work to do?

Admiral REITER. They were, certainly, a year ago.

The CHAIRMAN. Is it not also a fact that the large shipbuilding establishments do not bid for light-house tenders and light-ships?

Admiral REITER. This New York Ship Building Company did. That is one of the largest in the country, and it is said to be the best shipbuilding plant in the world.

The CHAIRMAN. If it did, it is certainly the only one in this country. Our information from the secretaries of the Board was that no bid had been received from any large shipbuilding company in this country this year, and the suggestion has been made to us that if inquiry were made it would be found, possibly, that there was a com-

mon understanding between the large shipbuilding concerns and the smaller ones, to the effect that the large ones would not bid on this class of work and would leave it to the smaller ones, and the latter could then fix the price to suit themselves if the larger ones were eliminated.

Admiral REITER. I do not suppose it would be possible for the Light-House Board to make an investigation that would result in finding that out.

The CHAIRMAN. There seems to be a uniformity of price as indicated by the bids which the Light-House Board has received.

Admiral REITER. I do not know. They run from \$109,000 to \$134,000.

The CHAIRMAN. Your Board has no information on the subject as to whether there is an arrangement of that kind or not. And you have taken no steps to ascertain?

Admiral REITER. No, sir. I think it would require a secret-service man to find that out.

The CHAIRMAN. I do not think it requires a secret-service man to get all kinds of information. I do not think the secret-service men are absolutely essential.

There is another question that suggests itself to me, Admiral, and it was brought up by the hearings of the two secretaries, and that is whether it would be advisable for Congress in appropriating for light-houses to give the Light-House Board the alternative of either accepting bids for the construction of light-houses or purchasing material; in their judgment it would be cheaper for the Government to construct the light-houses themselves. What is your judgment as to the advisability of that?

Admiral REITER. I think that ordinarily they are built by the Light-House Board—by the light-house engineers.

The CHAIRMAN. They have not been by the light-house engineers or the Light-House Board for a number of years.

Admiral REITER. They are built by contract.

The CHAIRMAN. By contract entirely; that is the practice now; by contract with the lowest bidder, and then a local inspector is employed, except where it is convenient for the local engineer to exercise the superintendency, and he is not employed by the Government except temporarily for that purpose. I did not know but that through your experience on the Board you could give the committee some light on that.

Admiral REITER. That comes under the army engineers. The army engineers have control over the construction.

#### LENSES.

The CHAIRMAN. What does a light cost—the light itself?

Admiral REITER. A lens?

The CHAIRMAN. Yes.

Admiral REITER. I really can not tell you; but I know it costs thousands of dollars—the large lights do. They cost like the mischief.

The CHAIRMAN. Do they cost as high as \$10,000?

Admiral REITER. I think some of them will cost more than that. I am not up on that, either. I really am not sure, but I think nearly all of our lenses come from France. They are not made in this country.



try, the real fine ones. As a matter of course, innumerable small lights and post lights and others we make ourselves, as, for example, for the Third district; but they are not the fine lenses, such as are absolutely essential for us in an important seacoast light.

The CHAIRMAN. Have you any other statement, Admiral, that you wish to make?

Admiral REITER. No, sir; I think not.

#### SUBMARINE SIGNALS.

The CHAIRMAN. Admiral, in the current appropriation law for your service, in the item entitled "Expenses of fog signals," there is this language, "including submarine signals," which is omitted in this year's estimates for that service. Will you state to the committee why?

Admiral REITER. I thought it was put in.

The CHAIRMAN. No; it is in the current law, but in submitting your estimates for this year, for some reason, it was omitted, and the committee is in doubt as to why.

Admiral REITER. I really do not know. I have been chairman of the Board for a very short time. I have just returned from the Philippines; but I understood the committee had been asked to insert that.

Mr. SULLIVAN. Do you want that language out or in?

Admiral REITER. I should say in. The Board met to-day, and we took some action on that submarine signal business. I regard it as an invaluable aid to navigation. Experiments have been going on for some time with it, and they have it now in five light-ships.

The CHAIRMAN. You say you regard it as an invaluable aid to navigation?

Admiral REITER. Yes, sir; and to-day the Board took decisive action regarding the carrying out of our own experiments. We are going to issue notice to mariners and compel steamships to make reports as to experiments with these submarine signals on their ships.

The CHAIRMAN. What is a submarine signal?

Admiral REITER. It is a bell rung underneath the water. When you were a boy and went in swimming no doubt you remember what a great noise was made when some other boy struck two stones together under the water. That is like a submarine signal.

Mr. SULLIVAN. It makes a dreadful noise.

Admiral REITER. To-day we decided on that, and we are going to have monthly reports from these people, and if they report favorably we will adopt it.

The CHAIRMAN. How is it made practicable? What is the practical operation of a submarine signal?

Admiral REITER. It is like striking stones together under water. They take a light bell, a 60-pound bell, lower it from a light-ship, or it is put in the bow of a ship, outside the ship, and in that way it will be more useful in preventing collisions. The bell is lowered over the side of the ship and struck.

All of the light-ships have numbers, and that number is struck on the bell. Now, on a ship approaching there is a little sort of tank, secured inside the side of the ship, one on each side, in which there is a micrometer arrangement and telephone leading up to the pilot house,

and you take this telephone receiver to your ears, and you can hear it and determine within a quarter of a point its direction. That is, by bringing the vessel right bows on, you can tell on which bow it is.

I went a short time ago with Captain Ross to Boston in one of the Whitney steamers. The Whitney people own this thing, and I had the light-house tender meet me about 12 or 15 miles to the east of the southern light-ship. They thought they had a great objection to it because they could not hear it on board the light-house tender, and I said, "It is because the light-house tender is not deep enough in the water." I had them follow the motions of the Whitney, and we heard it distinctly 5 miles off, and heard it in all directions; and when the light-house tender came to us they had not heard it at all.

Mr. SULLIVAN. Is there any means of determining the direction in the air, in the atmosphere above the water, by any signal in a storm or fog?

Admiral REITER. Only by bringing it right ahead. Then you can tell by shipping the helm whether it is on the starboard or the larboard bow.

Mr. SULLIVAN. I do not mean by this instrument. I mean above the water line. Can you tell in a fog, by hearing a whistle, in what direction the sound comes in a fog?

Admiral REITER. That depends on the acuteness of one's ears.

Mr. SULLIVAN. If you shut your eyes, can you tell from the sound which way a street car is coming?

Admiral REITER. I think I could.

Mr. SULLIVAN. I think I can not.

The CHAIRMAN. Is the submarine signal a better guide to navigation than an overhead signal?

Admiral REITER. You can hear it so much farther.

The CHAIRMAN. Does it enable you to tell the direction of the sound better?

Admiral REITER. Yes. When you bring it right ahead of you, then by changing the direction of the ship you can get the acoustic shadow and tell whether it is on one bow or the other. Bring it right ahead and sheer it a little way, and you can tell exactly where it is. You can not do that with a steam whistle. You can hear a steam whistle sometimes 5 or 6 miles off, and then again you may not be able to hear it at all.

DEPARTMENT OF COMMERCE AND LABOR, LIGHT-HOUSE BOARD,  
Washington, May 5, 1906

The CHAIRMAN OF THE COMMITTEE ON APPROPRIATIONS,  
*House of Representatives.*

SIR: When recently before your committee I was asked to give a lump sum estimate of the pay of officers and crews of light-house vessels and other appointed employees paid by light-house inspectors and engineers from the several general appropriations for the maintenance of the Light-House Establishment. I therefore have the honor to inclose herewith:

1. Estimate of salaries of officers and wages of crews of all light-vessels and tenders in the Light-House Establishment, for 1907.
2. Estimate of salaries of officers and wages of crews of tenders under the light-house engineers only, for 1907.
3. Estimate of salaries of officers and wages of crews of tenders under light-house inspectors only, for 1907.
4. Estimate of salaries of officers of light-vessels, by districts, for 1907.
5. Estimate of salaries of officers and wages of crews of light-vessels, for 1907.
6. Estimate of salaries of persons in districts employed under light-house inspectors and light-house engineers in the Light-House Establishment, for 1907.

I was also asked to make a statement showing the percentage that could be subtracted from each of the general appropriations now subjected to these charges for salaries and wages if a lump-sum appropriation was made to pay the salaries and wages now paid from them. This the Board has attempted to do as follows:

The light-house inspectors pay salaries and wages from the appropriations for:

Supplies of light-houses, 1906 .....	\$475,000
Expenses of light-vessels, 1906 .....	560,000
Expenses of buoyage, 1906 .....	550,000
Lighting of rivers, 1906 .....	300,000
Porto Rican light-house service, 1906 .....	75,000
<b>Total .....</b>	<b>1,960,000</b>

The appropriation for supplies of light-houses is 24.23 per cent of the total.

The appropriation for expenses of light-vessels is 28.57 per cent of the total.

The appropriation for expenses of buoyage is 28.06 per cent of the total.

The appropriation for lighting of rivers is 15.31 per cent of the total.

The appropriation for the Porto Rican light-house service is 3.83 per cent of the total.

The amount—\$806,660.68—of these salaries and wages paid by light-house inspectors might be taken from the five-named general appropriations in the following-named proportions:

From supplies of light-houses, 24.23 per cent of \$806,660.68, or .....	\$195,453.88
From expenses of light-vessels, 28.57 per cent of \$806,660.68, or .....	230,462.96
From expenses of buoyage, 28.06 per cent of \$806,660.68, or .....	226,348.99
From lighting of rivers, 15.31 per cent of \$806,660.68, or .....	123,499.75
From Porto Rican light-house service, 3.83 per cent of \$806,660.68, or .....	30,895.10

The general appropriations from which light-house engineers pay \$329,811 as salaries of officers and wages of crews of light-house tenders and salaries of clerks and all their other employees, except mechanics and laborers, are two, viz:

Appropriation for repairs, etc., to light-houses, 1906 .....	\$740,000
Appropriation for expenses of fog signals, 1906 .....	210,000

Making a total of..... 950,000

Of this total the appropriation for repairs is 77.89 per cent and the appropriation for expenses of fog signals is 22.11 per cent of this total.

The amount, \$329,811, paid by light-house engineers for salaries and wages, as above stated, might be taken from these two general appropriations in the following named proportions:

From the appropriation for repairs, etc., of light-houses, 77.89 per cent of \$329,811, or .....	\$256,889.79
From the appropriation for expenses of fog signals, 22.11 per cent of \$329,811, or .....	72,921.21

These percentages are within the legal possibilities of the wording of the appropriations, and they are within the doctrine of probabilities, but it is thought it would not be for the interest of the Light-House Service to change the present law.

This practice has been in operation for more than fifty years. About four years ago Congress legalized the practice by putting into the law the practice that had obtained up to that time.

Respectfully,

U. SEBREE,  
Captain, U. S., Navy, Naval Secretary.

*Estimate of salaries of officers and wages of crews of light-vessels and tenders in the Light-House Establishment, for 1907.*

1. First inspector:

1. Light-vessels—

a. Salaries of officers .....	\$3,240.00
b. Wages of crews .....	2,760.00

**Total .....** **6,000.00**

## 1. First inspector—Continued.

## 2. Tenders—

a. *Lilac*—

(1) Salaries of officers .....	\$5,520.00
(2) Wages of crew .....	6,960.00

b. *Geranium*—

(1) Salaries of officers .....	4,680.00
(2) Wages of crew .....	6,060.00

Total .....	23,220.00
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Sum total.....	\$29,220.00
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## 2. Second inspector:

## 1. Light-vessels—

a. Salaries of officers .....	27,720.00
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b. Wages of crews .....	23,880.00
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Total .....	51,600.00
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## 2. Tenders—

a. *Mayflower*—

(1) Salaries of officers .....	5,400.00
(2) Wages of crew .....	7,380.00

b. *Azalea*—

(1) Salaries of officers .....	5,820.00
(2) Wages of crew .....	7,020.00

c. *Verbena*—

(1) Salaries of officers .....	4,800.00
(2) Wages of crew .....	6,300.00

Total .....	36,720.00
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Sum total.....	88,320.00
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## 3. First and second engineer:

## 1. Tender—

a. *Myrtle*—

(1) Salaries of officers .....	5,460.00
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(2) Wages of crew .....	5,940.00
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Sum total.....	11,400.00
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## 4. Third inspector:

## 1. Light-vessels—

a. Salaries of officers, and wages of crews .....	36,724.76
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## 2. Tenders—

a. *Pansy*—

(1) Salaries of officers .....	5,880.00
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(2) Wages of crew .....	6,720.00
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b. *Armeria*—

(1) Salaries of officers .....	10,020.00
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(2) Wages of crew .....	13,860.00
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c. *Cactus*—

(1) Salaries of officers .....	3,860.00
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(2) Wages of crew .....	4,720.00
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d. *Daisy*—

(1) Salaries of officers .....	2,100.00
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(2) Wages of crew .....	1,680.00
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e. *Gardenia*—

(1) Salaries of officers .....	5,800.00
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(2) Wages of crew .....	4,800.00
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f. *John Rodgers*—

(1) Salaries of officers .....	4,860.00
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(2) Wages of crew .....	4,640.00
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4. Third inspector—Continued.

2. Tenders—

*g. Larkspur—*

(1) Salaries of officers .....	\$5,520.00
(2) Wages of crew .....	9,360.00

Total ..... 83,820.00

Sum total.....\$120,544.76

5. Third engineer:

1. Tenders—

*a. Mistletoe—*

(1) Salaries of officers .....	4,860.00
(2) Wages of crew .....	5,580.00

*b. Iris—*

(1) Salaries of officers .....	5,220.00
(2) Wages of crew .....	6,120.00

*c. Nettle (launch)—*

(1) Salaries of officers .....	2,100.00
(2) Wages of crew .....	1,200.00

Sum total..... 25,080.00

6. Fourth inspector:

1. Light-vessels—

<i>a. Salaries of officers.....</i>	17,120.00
<i>b. Wages of crews .....</i>	12,510.00

Total ..... 29,630.00

2. Tenders—

*a. Zizania—*

(1) Salaries of officers .....	5,460.00
(2) Wages of crew .....	6,300.00

*b. Sunflower—*

(1) Salaries of officers .....	5,460.00
(2) Wages of crew .....	9,240.00

Total ..... 26,460.00

Sum total..... 56,090.00

7. Fourth engineer (no tenders under this engineer).

8. Fifth inspector:

1. Light-vessels—

<i>a. Salaries of officers.....</i>	17,660.00
<i>b. Wages of crews .....</i>	15,360.00

Total ..... 33,020.00

2. Tenders—

*a. Maple—*

(1) Salaries of officers .....	5,340.00
(2) Wages of crew .....	8,640.00

*b. Holly—*

(1) Salaries of officers .....	5,520.00
(2) Wages of crew .....	6,600.00

*c. Violet—*

(1) Salaries of officers .....	5,460.00
(2) Wages of crew .....	6,600.00

*d. Juniper—*

(1) Salaries of officers .....	2,040.00
(2) Wages of crew .....	1,560.00

Total ..... 41,760.00

Sum total..... 74,780.00

## 9. Fifth engineer:

## 1. Tenders—

a. *Jessamine*—

(1) Salaries of officers .....	\$5,400.00
(2) Wages of crew .....	6,300.00

b. *Thistle* (launch)—

(1) Salaries of officers .....	3,780.00
(2) Wages of crew .....	2,520.00

Sum total .....	\$18,000.00
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## 10. Sixth inspector:

## 1. Light-vessels—

a. Salaries of officers .....	8,840.00
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b. Wages of crew .....	7,020.00
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Total .....	15,860.00
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## 2. Tenders—

a. *Wistaria*—

(1) Salaries of officers .....	5,460.00
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(2) Wages of crew .....	6,300.00
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b. *Water Lily* (launch)—

(1) Salaries of officers .....	1,380.00
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(2) Wages of crew .....	1,440.00
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Total .....	14,580.00
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Sum total .....	30,440.00
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## 11. Sixth engineer:

## 1. Tender—

a. *Pharos*—

(1) Salaries of officers .....	2,760.00
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(2) Wages of crew .....	4,224.00
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b. *Snowdrop* (launch)—

(1) Wages of crew .....	1,800.00
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Sum total .....	8,784.00
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## 12. Seventh inspector:

## 1. Light-vessels (no light-vessels under this inspector).

## 2. Tenders—

a. *Mangrove*—

(1) Salaries of officers .....	5,400.00
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(2) Wages of crew .....	9,840.00
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b. *Laurel*—

(1) Salaries of officers .....	5,400.00
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(2) Wages of crew .....	6,000.00
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Sum total .....	26,640.00
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## 13. Eighth inspector:

## 1. Light-vessels—

a. Salaries of officers .....	8,180.00
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b. Wages of crews .....	6,840.00
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Total .....	15,020.00
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## 2. Tender—

a. *Magnolia*—

(1) Salaries of officers .....	5,520.00
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(2) Wages of crew .....	8,880.00
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Total .....	14,400.00
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Sum total .....	29,430.00
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## 4. Seventh and eighth engineer:

## 1. Tenders—

a. *Arbutus*—

(1) Salaries of officers ..... \$5,460.00

(2) Wages of crew ..... 6,300.00

b. *Ivy*—

(1) Salaries of officers ..... 5,520.00

(2) Wages of crew ..... 9,720.00

Sum total..... \$27,000.00

## 5. Ninth inspector:

## 1. Light-vessels—

a. Salaries of officers ..... 7,025.00

b. Wages of crew..... 3,500.00

Total..... 10,525.00

## 2. Tenders—

a. *Dahlia*—

(1) Salaries of officers ..... 5,100.00

(2) Wages of crew ..... 6,840.00

b. *Sumac*—

(1) Salaries of officers ..... 5,400.00

(2) Wages of crew ..... 8,280.00

Total..... 25,620.00

Sum total..... 36,145.00

## 6. Ninth engineer:

## 1. Tender—

a. *Hyacinth*—

(1) Salaries of officers ..... 5,400.00

(2) Wages of crew ..... 7,380.00

Sum total..... 12,780.00

## 7. Tenth inspector:

## 1. Light-vessel—

a. Salaries of officers and wages of crew..... 4,000.00

## 2. Tenders—

a. *Crocus*—

(1) Salaries of officers ..... 5,160.00

(2) Wages of crew ..... 7,920.00

b. *Haze*—

(1) Salaries of officers ..... 5,340.00

(2) Wages of crew ..... 6,840.00

Total..... 25,260.00

Sum total..... 29,260.00

## 8. Tenth engineer:

## 1. Tender—

a. *Warrington*—

(1) Salaries of officers ..... 5,220.00

(2) Wages of crew ..... 6,840.00

Sum total..... 12,060.00

## 9. Eleventh inspector:

## 1. Light-vessel—

a. Salaries of officers..... 3,308.00

b. Wages of crew..... 1,971.00

Total..... 5,279.00

## 19. Eleventh inspector—Continued.

## 2. Tenders—

a. *Marigold*—

(1) Salaries of officers .....	\$5,940.00
(2) Wages of crew .....	7,920.00

b. *Aspen*—

(1) Salaries of officers .....	4,620.00
(2) Wages of crew .....	2,640.00

Total .....	21,120.00
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Sum total .....	\$23,399.00
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## 20. Eleventh engineer:

## 1. Tender—

a. *Amaranth*—

(1) Salaries of officers .....	4,560.00
(2) Wages of crew .....	7,140.00

Sum total .....	11,700.00
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## 21. Twelfth inspector:

## 1. Light-vessels—

a. Salaries of officers .....	12,960.00
b. Wages of crews .....	17,880.00

Total .....	30,840.00
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## 2. Tender—

a. *Madrono*—

(1) Salaries of officers .....	6,600.00
(2) Wages of crew .....	10,920.00

Total .....	17,520.00
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Sum total .....	48,360.00
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## 22. Twelfth engineer:

## 1. Tender—

a. *Hazel* (launch)—

(1) Salary of officer .....	1,080.00
(2) Wages of crew .....	600.00

Sum total .....	1,680.00
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## 23. Thirteenth inspector:

## 1. Light-vessels—

a. Salaries of officers and wages of crews .....	15,660.00
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## 2. Tenders—

a. *Heather*—

(1) Salaries of officers .....	6,300.00
(2) Wages of crew .....	11,040.00

b. *Manzanita*—

(1) Salaries of officers .....	6,300.00
(2) Wages of crew .....	10,080.00

Total .....	33,720.00
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Sum total .....	49,380.00
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## 24. Thirteenth engineer:

## 1. Tender—

a. *Columbine*—

(1) Salaries of officers .....	6,240.00
(2) Wages of crew .....	10,080.00

Sum total .....	16,320.00
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25. Fourteenth inspector:		
1. Tender—		
<i>a. Goldenrod—</i>		
(1) Salaries of officers.....	\$4,740.00	
(2) Wages of crew.....	7,020.00	
Sum total.....		\$11,760.00
26. Fifteenth inspector:		
1. Tender—		
<i>a. Lily—</i>		
(1) Salaries of officers.....	6,720.00	
(2) Wages of crew.....	7,320.00	
Sum total.....		14,040.00
27. Sixteenth inspector:		
1. Tender—		
<i>a. Oleander—</i>		
(1) Salaries of officers.....	6,000.00	
(2) Wages of crew.....	9,030.00	
Sum total.....		15,030.00
Grand total.....		830,632.76

Estimate of salaries of officers and wages of crews of tenders under the engineers, for 1907.

. First and second engineer:		
<i>a. Myrtle—</i>		
(1) Salaries of officers.....	\$5,460.00	
(2) Wages of crew.....	5,940.00	
Total.....		\$11,400.00
. Third engineer:		
<i>a. Mistletoe—</i>		
(1) Salaries of officers.....	4,860.00	
(2) Wages of crew.....	5,580.00	
<i>b. Iris—</i>		
(1) Salaries of officers.....	5,220.00	
(2) Wages of crew.....	6,120.00	
<i>c. Nettle (launch)</i>		
(1) Salaries of officers.....	2,100.00	
(2) Wages of crew.....	1,200.00	
Total.....		25,080.00
. Fourth engineer: (No tenders under this engineer.)		
. Fifth engineer:		
<i>a. Jessamine—</i>		
(1) Salaries of officers.....	5,400.00	
(2) Wages of crew.....	6,300.00	
<i>b. Thistle (launch)—</i>		
(1) Salaries of officers.....	3,780.00	
(2) Wages of crew.....	2,520.00	
Total.....		18,000.00
. Sixth engineer:		
<i>a. Pharos—</i>		
(1) Salaries of officers.....	2,760.00	
(2) Wages of crew.....	4,224.00	
<i>b. Snowdrop (launch)—</i>		
(1) Wages of crew.....	1,800.00	
Total.....		8,784.00

## 6. Seventh and eighth engineer:

a. *Arbutus*—

(1) Salaries of officers .....	\$5,460.00
(2) Wages of crew .....	6,300.00

b. *Ivy*—

(1) Salaries of officers .....	5,520.00
(2) Wages of crew .....	9,720.00

Total ..... \$27,000.00

## 7. Ninth engineer:

a. *Hyacinth*—

(1) Salaries of officers .....	5,400.00
(2) Wages of crew .....	7,380.00

Total ..... 12,780.00

## 8. Tenth engineer:

a. *Warrington*—

(1) Salaries of officers .....	5,220.00
(2) Wages of crew .....	6,840.00

Total ..... 12,060.00

## 9. Eleventh engineer:

a. *Amaranth*—

(1) Salaries of officers .....	4,560.00
(2) Wages of crew .....	7,140.00

Total ..... 11,700.00

## 10. Twelfth engineer:

a. *Hazel* (launch)—

(1) Salary of officer .....	1,080.00
(2) Wages of crew .....	600.00

Total ..... 1,680.00

## 11. Thirteenth engineer:

a. *Columbine*—

(1) Salaries of officers .....	6,240.00
(2) Wages of crew .....	10,060.00

Total ..... 16,300.00

Grand total ..... 144,804.00

*Estimate of salaries of officers and wages of crews of tenders under the inspectors for 1917.*

## 1. First inspector:

a. *Lilac*—

(1) Salaries of officers .....	\$5,520.00
(2) Wages of crew .....	6,960.00

b. *Geranium*—

(1) Salaries of officers .....	4,680.00
(2) Wages of crew .....	6,060.00

Total ..... \$23,220.00

## 2. Second inspector:

a. *Mayflower*—

(1) Salaries of officers .....	5,400.00
(2) Wages of crew .....	7,380.00

b. *Azalea*—

(1) Salaries of officers .....	5,820.00
(2) Wages of crew .....	7,020.00

c. *Verbena*—

(1) Salaries of officers .....	4,800.00
(2) Wages of crew .....	6,300.00

Total ..... 38,720.00

## Third inspector:

<i>a. Pansy—</i>	
(1) Salaries of officers.....	\$5,880.00
(2) Wages of crew.....	6,720.00
<i>b. Armeria—</i>	
(1) Salaries of officers.....	10,020.00
(2) Wages of crew.....	13,860.00
<i>c. Cactus—</i>	
(1) Salaries of officers.....	3,860.00
(2) Wages of crew.....	4,720.00
<i>d. Daisy—</i>	
(1) Salaries of officers.....	2,100.00
(2) Wages of crew.....	1,680.00
<i>e. Gardenia—</i>	
(1) Salaries of officers.....	5,800.00
(2) Wages of crew.....	4,800.00
<i>f. John Rodgers—</i>	
(1) Salaries of officers.....	4,860.00
(2) Wages of crew.....	4,640.00
<i>g. Larkspur—</i>	
(1) Salaries of officers.....	5,520.00
(2) Wages of crew.....	9,360.00
Total.....	\$83,820.00

## Fourth inspector:

<i>a. Zizania—</i>	
(1) Salaries of officers.....	5,460.00
(2) Wages of crew.....	6,300.00
<i>b. Sunflower—</i>	
(1) Salaries of officers.....	5,460.00
(2) Wages of crew.....	9,240.00
Total.....	26,460.00

## Fifth inspector:

<i>a. Maple—</i>	
(1) Salaries of officers.....	5,340.00
(2) Wages of crew.....	8,640.00
<i>b. Holly—</i>	
(1) Salaries of officers.....	5,520.00
(2) Wages of crew.....	6,600.00
<i>c. Violet—</i>	
(1) Salaries of officers.....	5,460.00
(2) Wages of crew.....	6,600.00
<i>d. Juniper—</i>	
(1) Salaries of officers.....	2,040.00
(2) Wages of crew.....	1,560.00
Total.....	41,760.00

## Sixth inspector:

<i>a. Wistaria—</i>	
(1) Salaries of officers.....	5,460.00
(2) Wages of crew.....	6,300.00
<i>b. Water Lily (launch)—</i>	
(1) Salaries of officers.....	1,380.00
(2) Wages of crew.....	1,440.00
Total.....	14,580.00

## Seventh inspector:

<i>a. Mangrove—</i>	
(1) Salaries of officers.....	5,400.00
(2) Wages of crew.....	9,840.00
<i>b. Laurel—</i>	
(1) Salaries of officers.....	5,400.00
(2) Wages of crew.....	6,000.00
Total.....	26,640.00

## 8. Eighth inspector:

a. *Magnolia*—

(1) Salaries of officers .....	\$5,520.00
(2) Wages of crew .....	8,880.00

Total ..... \$14,400.00

## 9. Ninth inspector:

a. *Dahlia*—

(1) Salaries of officers .....	5,100.00
(2) Wages of crew .....	6,840.00

b. *Sumac*—

(1) Salaries of officers .....	5,400.00
(2) Wages of crew .....	8,280.00

Total ..... 25,620.00

## 10. Tenth inspector:

a. *Crocus*—

(1) Salaries of officers .....	5,160.00
(2) Wages of crew .....	7,920.00

b. *Haze*—

(1) Salaries of officers .....	5,340.00
(2) Wages of crew .....	6,840.00

Total ..... 25,260.00

## 11. Eleventh inspector:

a. *Marigold*—

(1) Salaries of officers .....	5,940.00
(2) Wages of crew .....	7,920.00

b. *Aspen*—

(1) Salaries of officers .....	4,620.00
(2) Wages of crew .....	2,640.00

c. *Anemone*—

(1) Salaries of officers .....	
(2) Wages of crew .....	

Total ..... 21,120.00

## 12. Twelfth inspector:

a. *Madrone*—

(1) Salaries of officers .....	6,600.00
(2) Wages of crew .....	10,920.00

Total ..... 17,520.00

## 13. Thirteenth inspector:

a. *Heather*—

(1) Salaries of officers .....	6,300.00
(2) Wages of crew .....	11,040.00

b. *Manzanita*—

(1) Salaries of officers .....	6,300.00
(2) Wages of crew .....	10,080.00

Total ..... 33,720.00

## 14. Fourteenth inspector:

a. *Goldenrod*—

(1) Salaries of officers .....	4,740.00
(2) Wages of crew .....	7,020.00

Total ..... 11,760.00

## 15. Fifteenth inspector:

a. *Lily*—

(1) Salaries of officers .....	6,720.00
(2) Wages of crew .....	7,320.00

Total ..... 14,040.00

## 16. Sixteenth inspector:

a. *Oleander*—

(1) Salaries of officers .....	\$6,000.00	
(2) Wages of crew .....	9,030.00	
Total .....		\$15,030.00
Sum total .....		431,670.00

*Estimate of salaries of officers of light vessels by districts for 1907.*

First district .....	\$3,240.00	Eighth district .....	\$8,180.00
Second district .....	27,720.00	Ninth district .....	7,025.00
Third district .....	19,190.00	Tenth district .....	1,800.00
Fourth district .....	17,120.00	Eleventh district .....	3,308.00
Fifth district .....	17,660.00	Twelfth district .....	12,960.00
Sixth district .....	8,840.00	Thirteenth district .....	7,020.00
Seventh district (no light vessels).		Total .....	134,063.00

*Estimate of salaries of officers and wages of crews of light vessels for 1907.*

First district .....	\$8,000.00	Eighth district .....	\$15,020.00
Second district .....	51,600.00	Ninth district .....	10,525.00
Third district .....	36,724.76	Tenth district .....	4,000.00
Fourth district .....	29,630.00	Eleventh district .....	5,279.00
Fifth district .....	33,020.00	Twelfth district .....	30,840.00
Sixth district .....	15,860.00	Thirteenth district .....	15,660.00
Seventh district (no light vessels).		Total .....	254,158.76

*Estimate of salaries of persons in districts employed under inspectors and engineers in the light-house establishment, for 1897.*

## 1. First inspector:

a. Salaries of clerks and office help .....	\$4,020.00	
b. Salary of depot keeper .....	1,000.00	
Total .....		\$5,020.00

## 2. Second inspector:

a. Salaries of clerks and office help .....	6,140.00	
b. Salaries of depot keepers .....	2,000.00	
c. Salary of superintendent of construction .....	1,800.00	
Total .....		9,940.00

## 3. First and second engineer:

a. Salaries of clerks and office help .....	7,380.00	
b. Salaries of storekeepers .....	1,800.00	
c. Salaries of superintendents of construction and drafts- men .....	10,740.00	
Total .....		19,920.00

## 4. Third inspector:

a. Salaries of clerks and office help .....	14,520.00	
b. Salaries of storekeepers, keeper of laboratory, and depot keeper .....	5,552.00	
c. Salaries of superintendents of construction .....	4,500.00	
Total .....		24,572.00

## 5. Assistant to third inspector:

a. Salaries of clerks and office help .....	3,240.00
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6. Third engineer:		
(1) At Tompkinsville, N. Y.—		
a. Salaries of clerks and office help.....	\$8,100.00	
b. Salary of storekeeper .....	960.00	
c. Salaries of assistant engineer, superintendents of construction, and draftsmen.....	9,000.00	
(2) At San Juan, P. R.—		
a. Salaries of clerks and office help.....	2,436.00	
b. Salaries of superintendent of construction and inspectors of repair work.....	4,452.00	
Total .....		\$24,948.00
7. Fourth inspector:		
a. Salaries of clerks and office help .....	4,920.00	
b. Salaries of depot keeper and buoy master .....	1,760.00	
Total .....		6,680.00
8. Fourth engineer:		
a. Salaries of clerks and office help.....	4,200.00	
b. Salaries of assistant engineer, superintendents of construction, and draftsmen.....	7,200.00	
Total .....		11,400.00
9. Fifth inspector:		
a. Salaries of clerks and office help.....	6,019.92	
b. Salaries of depot keepers.....	3,900.00	
Total .....		9,919.92
10. Fifth engineer:		
a. Salaries of clerks and office help.....	5,220.00	
b. Salary of depot keeper.....	960.00	
c. Salaries of assistant engineer, superintendents of construction, and draftsmen.....	8,700.00	
Total .....		14,880.00
11. Sixth inspector:		
a. Salaries of clerks and office help.....	4,920.00	
b. Salaries of depot keeper and buoy master.....	2,280.00	
Total .....		7,200.00
12. Sixth engineer:		
a. Salary of clerk .....	1,200.00	
b. Salaries of assistant engineer and superintendent of construction .....	3,600.00	
Total .....		4,800.00
13. Seventh inspector:		
a. Salaries of clerks and office help.....	3,600.00	
b. Salary of depot keeper.....	900.00	
Total .....		4,500.00
14. Eighth inspector:		
a. Salaries of clerks and office help.....	4,800.00	
b. Salary of depot keeper.....	1,000.00	
Total .....		5,800.00
15. Seventh and eighth engineer:		
a. Salaries of clerks and office help.....	4,620.00	
b. Salary of storekeeper .....	900.00	
c. Salaries of superintendents of construction.....	17,300.04	
Total .....		22,820.04
16. Ninth inspector:		
a. Salaries of clerks and office help.....	4,620.00	
b. Salaries of depot keepers.....	2,100.00	
Total .....		6,720.00

17. Ninth engineer:		
a. Salaries of clerks and office help .....	\$4,200.00	
b. Salaries of assistant engineer, superintendents of construction, and draftsmen .....	11,760.00	
Total .....		\$15,960.00
18. Tenth inspector:		
a. Salaries of clerks and office help .....	3,000.00	
b. Salary of depot keeper .....	600.00	
Total .....		3,600.00
19. Tenth engineer:		
a. Salaries of clerks and office help .....	4,200.00	
b. Salaries of superintendents of construction and draftsmen .....	7,080.00	
Total .....		11,280.00
20. Eleventh inspector:		
a. Salaries of clerks and office help .....	4,200.00	
b. Salaries of depot keepers .....	1,560.00	
Total .....		5,760.00
21. Eleventh engineer:		
a. Salaries of clerks and office help .....	4,219.92	
b. Salaries of superintendents of construction and draftsmen .....	10,920.00	
Total .....		15,139.92
22. Twelfth inspector:		
a. Salaries of clerks and office help .....	5,040.00	
b. Salary of depot keeper .....	1,200.00	
Total .....		6,240.00
23. Assistant to twelfth inspector:		
a. Salaries of clerks and office help .....	2,520.00	
b. Salary of depot keeper .....	900.00	
Total .....		3,420.00
24. Twelfth engineer:		
a. Salaries of clerks and office help .....	4,320.00	
b. Salaries of superintendents of construction and draftsmen .....	11,100.00	
Total .....		15,420.00
25. Assistant to twelfth engineer:		
a. Salary of clerk .....	960.00	
b. Salary of storekeeper .....	1,200.00	
c. Salary of clerk, draftsman, and surveyor .....	1,500.00	
Total .....		3,660.00
26. Thirteenth inspector:		
a. Salaries of clerks and office help .....	3,420.00	
b. Salary of depot keeper .....	1,000.00	
c. Salaries of superintendents of construction .....	3,300.00	
Total .....		7,720.00
27. Thirteenth engineer:		
a. Salaries of clerks and office help .....	4,500.00	
b. Salaries of assistant engineers, superintendents of construction, and draftsmen .....	20,280.00	
Total .....		24,780.00
28. Fourteenth inspector:		
a. Salaries of clerks and office help .....		3,180.00
29. Fifteenth inspector:		
a. Salaries of clerks and office help .....		3,720.00

## 30. Sixteenth inspector:

a. Salaries of clerks and office help ..... \$3,600.00

Sum total..... 305,839.88

Total salaries of persons employed under inspectors..... 120,831.92

Total salaries of persons employed under engineers..... 185,007.96

WEDNESDAY, May 2, 1906.

## BUILDING FOR NATIONAL MUSEUM.

STATEMENT OF MR. BERNARD B. GREEN, SUPERINTENDENT OF  
LIBRARY BUILDING AND GROUNDS, WASHINGTON, D. C.

The CHAIRMAN. Mr. Green, you are superintendent of construction for the building for the National Museum.

Mr. GREEN. Yes, sir.

The CHAIRMAN. Page 34 your current appropriation is \$1,500,000, and your estimate for the next fiscal year is \$750,000. Will you exhaust your appropriation for this year by June 30 next?

Mr. GREEN. Yes.

The CHAIRMAN. Or will you have a balance?

Mr. GREEN. I expect it will be exhausted, and more, too. You know we have contracts made under the law contingent upon future appropriations—continuing contracts; I have now about \$450,000 on hand.

The CHAIRMAN. How much is chargeable against that balance under existing contracts?

Mr. GREEN. About \$580,000. There are other contracts that ought to be made to keep the work going; I have reestimated the fund-needed very recently. The original estimate of last fall was made in the light of conditions at that time.

I have reestimated it, considering that the next session of Congress will be a short one, and that in case we happen to find it necessary to have the next appropriation immediately available, we will ask for it. That has been the practice of the committee in other cases. I think if you will give me \$500,000 instead of \$750,000 that I will make out during the year, on the chance that the next appropriation may need to be immediately available. We have now expended very nearly \$700,000, and we still have contracts which are in force that are pretty much all going to be finished before next spring, amounting to about \$580,000.

The CHAIRMAN. You have submitted, in Document No. 57, an estimate for a heating plant, \$1,350,000.

Mr. GREEN. Yes; that was the subject on which I made a report to Congress a year ago last January by request of the committee. As it died, I supposed with the last Congress, there seemed to be no way but for me to revive the subject before the committee by writing to the Speaker the letter which I think is the one you refer to now.

The CHAIRMAN. Does that limit of cost on the National Museum include the heating?



Mr. GREEN. Yes, sir; it completes the building, including everything in the nature of fixtures.

The CHAIRMAN. That is independent of your report on the central heating plant?

Mr. GREEN. Yes, sir.

The CHAIRMAN. So that if the committee does not consider the report or recommendation for the central heating plant, the limit of cost will include heating for the building of the National Museum in any event?

Mr. GREEN. Yes, but if you should authorize the construction of the plant there could be a little deduction made from the Museum appropriation if you wanted to be very particular about it, for the boilers and the electric generators, and a few of the small fixtures of the plant that would not be needed in case of an outside supply of power. The argument in favor of the central heating plant—the point of it—is the great saving from year to year in running expenses.

It is not the saving of a little apparatus. It is the permanent plant—boilers, generators, and all in each of the buildings. Those are considerable items from one point of view, but in the long run they amount to but very little compared with the enormous saving in running expenses.

The CHAIRMAN. I do not recall what you estimate that saving to be. Will you state briefly what it would be annually?

Mr. GREEN. About \$100,000 would be the saving to the Government. This is a pretty elaborate and careful estimate, shown in this report, which is a considerable document, and the result of a great deal of careful, scientific, and practical consideration.

The CHAIRMAN. How many Government buildings would that plant supply with heat, and light, and power?

Mr. GREEN. All of the executive buildings. There are nine now, namely, the Winder Building, the State War and Navy building, the White House, the Treasury, the Washington Monument, the Bureau of Engraving and Printing, the Post-Office building, the Museum, and the Smithsonian, and the Army Medical Museum. All those buildings would be included. There are also three others now under construction, and considerably advanced. They should be added to the others, making twelve; that is, the municipal building, the Agricultural building, and the National Museum, all in the same field in which this plant would be located to serve this group of buildings. Within the general area they occupy there is bound to be erected in the near future other buildings which will need the same kind of service and which would naturally be hooked on, connected up, to the central station by simply adding a boiler or two.

Mr. SMITH. If you supplied the municipal building in this way, you would be able to gradually, or approximately so, charge what ought to be charged to the District of Columbia.

Mr. GREEN. That could be done by meters, and an adjustment made between the appropriations.

The CHAIRMAN. They would have to fix a price for heat, light, and power, and put in meters to register the amount.

Mr. GREEN. Yes.

Mr. SMITH. Would you be expected to charge them for any part of the installation?

Mr. GREEN. That is a detail; I did not go into that item. It is a refinement that could be ascertained later. Another municipal or District institution that ought to have a connection with this may have to be built, and we could make an arrangement for that whenever built.

The CHAIRMAN. I suppose the price charged by the Government for the light, heat, and power furnished could be paid on a basis that would compensate the Government, not only for the actual cost of furnishing, but also for the cost of maintenance and installation.

Mr. GREEN. Yes, sir.

The CHAIRMAN. Does your \$100,000 saving enable any saving on fuel?

Mr. GREEN. Oh, yes; very largely.

The CHAIRMAN. Do you know how much?

Mr. GREEN. If the existing buildings continue in operation and the three new ones are provided with apparatus, that is segregated apparatus, I think the amount of coal consumed would be some thirty or thirty-five thousand tons a year, while with the new arrangement you would not burn over 23,000 tons; then you would not have to employ probably more than about half as many men. There would have to be certain men at certain buildings to operate the warming and the electric service, do the minor work to keep things running, but not the manufacture of power, the operation of boilers, or the handling of coal, and all that goes with the operation of such apparatus.

Mr. TAYLOR. Have you included in your estimate the saving of a little over \$100,000, the recovery of space in all of these buildings?

Mr. GREEN. Yes, sir.

Mr. TAYLOR. That is not included in the \$100,000?

Mr. GREEN. No; that is additional. The \$100,000 saving would be in actual money. The Government would have the additional advantage of being rid of the presence of a lot of boilers, and heat and smoke and dirt, and the space they occupy in the building.

Mr. TAYLOR. Which you estimate at 600,000 cubic feet.

Mr. GREEN. Yes; which would be recovered for storage, because this apparatus is generally down in the cellar. It would be worth probably in space, at 40 cents a cubic foot, about \$240,000, which would be equal in cost to a considerable building.

The CHAIRMAN. Does your estimate of \$1,250,000 include the cost of removing the old apparatus?

Mr. GREEN. No, I don't think it includes the removal.

The CHAIRMAN. If you are going to figure on the value of the space you would have to deduct from that the cost of making the space available for the use of the Government.

Mr. GREEN. Yes; it is in there, come to think of it. It is in the shape of an estimate of what the old material could be sold for, but not very much.

Mr. TAYLOR. When do you think you could build this, in what time, if you had the money now; in time to save putting all of the heating apparatus in the Museum building?

Mr. GREEN. No; I am afraid not. I was in hopes, for the good of the Government, that we could have had this taken up last winter.

That was in time to have been in season. Now we are about a year behind. It could be easily provided that either or all of the two or three new buildings, as they may advance and become ready for occupation before the new apparatus and central power station are finished, may be temporarily served by buying steam heat and electric power from other sources of supply in the neighborhood, or the central station boilers could easily be made ready for use far in advance of the building and the main plant.

Mr. SULLIVAN. Have you contracted for boilers for those buildings?

Mr. GREEN. I have only the Museum in my charge. I don't think they have contracted for them in either of the other buildings, because they have been watching this themselves and are anxious to know whether one thing or the other is to be done.

The CHAIRMAN. When will the National Museum be ready?

Mr. GREEN. Fully two years will be required to make that ready, but I think the municipal building, the way it is going on, is going to be ready within a year and a half, and the Agricultural building less than that. But I think they will all come in at about the same time.

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TUESDAY, May 8, 1906.

## LIGHTING THE EXECUTIVE MANSION AND PUBLIC GROUNDS.

### STATEMENT OF GEN. GEORGE H. HARRIES, VICE-PRESIDENT OF THE POTOMAC ELECTRIC POWER COMPANY.

The CHAIRMAN. The first item, General, that you desire to be heard on is on page 198 of the bill before you; "For lighting six arc electric lights in White House grounds," etc.

Mr. COURTS. Six in that place, and in the next paragraph 6 more, and on the next page there are 7, and 32, and 14.

Mr. SMITH. You want the same price for all of them?

General HARRIES. Yes. What I want to say and very briefly is, Mr. Chairman, that the action, which of course you know has been taken by the subcommittee on the District of Columbia bill, was taken without any thought, so far as I am concerned, that a reduction was contemplated. Some questions were asked of me as to the cost of lighting, but they were general questions and did not seem to point anywhere; and so they were answered, and without any idea in my mind that anyone could possibly interfere with what had been established as a rate after a very careful and long-continued investigation.

The cost to us, the cash outlay and the depreciation per lamp, amounts to \$77.38 per year. Those figures are all in detail, and have been printed many times in records before subcommittees of the Committee on Appropriations, and that amount does not include the interest charge.

The CHAIRMAN. That is the cash outlay?

General HARRIES. Yes; the cash outlay and a very conservative depreciation amount to \$77.38.

Mr. TAYLOR. Where do you read that?

General HARRIES. I have a report made to a subcommittee of this committee, the House subcommittee on the District of Columbia.

Each lamp represents an investment of \$528.22, and the interest on those old United States Lighting Company securities, 6 per cent securities, amounts annually to \$31.69, which has to be added to the \$77.38 depreciation cost and actual expenditure. Of course, that interest charge is an actual cost also. You have to pay your interest if you want to keep out of bankruptcy.

The condition here is this, that Congress has said, because it has been dealing with a public service corporation, "Oh, you make money enough out of your private lighting. You make money enough out of your commercial work. We will fix this rate, and you will have to be satisfied." Although it is not so stated, Congress says, in substance, "We will give you so much, and that is all you are going to get."

We can not do that in business, and I do not apprehend that Congress differs from the average business man. I never found it so when I dealt with an individual Congressman. I have met him in business and at his home, or engaged in the practice of his profession, and I do not see why he should change, and I do not know that he does change if a matter is properly put before him.

The CHAIRMAN. What power do you use?

General HARRIES. Steam.

The CHAIRMAN. You do not use the Great Falls power?

General HARRIES. No, sir. We are developing that now. We have some bids under consideration at this time.

The CHAIRMAN. How does the cost of maintenance in a city the size of Washington compare with the cost of installing and maintaining lights in smaller cities?

General HARRIES. I have here a statement of the cost in every town represented by gentlemen who are members of the Committee on Appropriations, with some facts as to conditions that are common to those towns.

I will take first the chairman's town, Winona, Minn., if he please. There the lights burn for 3,000 hours only.

The CHAIRMAN. That is the Philadelphia moonlight schedule?

General HARRIES. Yes; and your coal will cost you about \$3.55 per ton. You have overhead construction and wooden poles; that is, your wires are all exposed and all strung overhead, and you get \$7 a year.

The CHAIRMAN. Sixty-eight dollars.

General HARRIES. That may have been a misprint; say it is \$68.

The CHAIRMAN. And there is another competing company that is trying to get the contract at \$50?

General HARRIES. Yes. Now before going further into this thing, a very careful computation by the city of Boston has been made. I have not Mayor Matthews's report here, but it is on its way, and Mr. Edgar promised me a full report of it. You can have that if you desire. It shows that the arc lamp served under ground, supplied through conduits, and with an iron pole, costs \$39 a year more than the overhead.

The CHAIRMAN. What?

General HARRIES. The arc lamp served underground, supplied through conduit, and with an iron pole, I say, costs \$39 more than the

overhead. That was the result of a careful investigation of which you may know something.

The CHAIRMAN. Is it not a fact that there is practically no depreciation in underground construction in connection with the transmission of light or sound by telephone connections or telegraph?

General HARRIES. The depreciation is practically as great as by overhead.

The CHAIRMAN. What?

General HARRIES. Yes; your joints fail. When you have a short circuit, when you have trouble underground, then it is a case of dig and test.

The CHAIRMAN. But when you have your underground cables you are not troubled much with short circuit?

General HARRIES. Oh, yes; very much more than we would be overhead.

The CHAIRMAN. Why should there be any difference in the matter of a short circuit overhead or underground if you are using cables?

General HARRIES. No commercial cable is so armored that it will not short circuit—that is, in practice. You may prevent it in the laboratory all right.

The CHAIRMAN. There may be a hole in the cover?

General HARRIES. The insulation?

The CHAIRMAN. The insulation or lead covering of the wires; but that very rarely happens nowadays with the present construction and manufacture of cables.

General HARRIES. If it is overhead it is in full view and capable of continual inspection. When underground your first intimation of trouble is the trouble itself.

Mr. SMITH. I am familiar with the underground telephone system, but not very familiar with the underground electric-light system. Do you put the two wires, comprising a pair, into the same cable?

General HARRIES. Into the same way.

Mr. SMITH. So that in order to short circuit it is not necessary to penetrate the lead, but to penetrate the insulation that covers the cable and separates the wires within the duct?

General HARRIES. Yes. A short circuit is simply the burning out of the cable by a difference in potential—a difference in the electric force conveyed in cables. One cable has a greater potential than the other, and there is a leak from one to the other, and that causes it to burn out. Instead of the electric fluid continuing its way to its logical termination it cuts across the shortest way.

The CHAIRMAN. That is called a short circuit?

General HARRIES. Yes; it completes a circuit that it was never intended it should complete.

Now, I will take the other cases. I will run through the entire committee, if you will permit me.

In the city of Philadelphia, in which the electric lighting system is mostly underground, the payment there is \$99.44. They are burning 4,000 hours.

The CHAIRMAN. When was that contract made?

General HARRIES. That is very recent. The last report that I have on that closed four weeks ago; and a telegram, by the way, from Philadelphia two weeks ago gave me this same figure.

The CHAIRMAN. When was the contract made?

General HARRIES. I can give that to you, but I haven't it with me now. That is for the old open arc, and we have abandoned it here long ago. We have the inclosed arc, the newest form and the best type, while in Philadelphia they have the old open arc, which calls for daily trimming.

Mr. SMITH. It is a question whether the new one is an improvement.

General HARRIES. Not as to its light-giving quality.

Mr. SMITH. In our town the experts furnished exactly the opposite evidence.

General HARRIES. If you have an expert coming from a company supplying open arcs he can prove his case, without doubt.

Mr. SULLIVAN. It also depends on the side he is retained by?

General HARRIES. Yes.

Mr. SULLIVAN. They usually follow their fee?

General HARRIES. Yes. In Boston, as you know, Mr. Sullivan. they are paying \$124 in Boston for the inclosed arc—

Mr. TAYLOR. For which you are claiming \$85 for the same service!

General HARRIES. Yes.

Mr. TAYLOR. How about the number of hours?

General HARRIES. We burn nearly 200 hours more than in Boston.

Mr. SULLIVAN. Is that the highest city, Boston?

General HARRIES. No; New York City is still higher. Of course the system in Boston is all underground.

The CHAIRMAN. What is the candlepower of these arc lights?

General HARRIES. They do not now determine by candlepower. Mr. Chairman. It is by watts at the terminals. Candlepower can only be settled by having a photometer while the lamp is on the streets. That is practically impossible. You can do it in the laboratory, but not on the street. The conditions as to this or that lamp would differ so much that a photometer would not give you what you are looking for, but the number of watts consumed at the lamp terminals give you definitely what you are seeking.

Mr. SMITH. These lights are of about the same intensity as the lights formerly called 2,000 candlepower?

General HARRIES. Yes; but that was very vague, and nobody knew, and so we determined upon watts, and we put watts in the contract.

Mr. SULLIVAN. Do you note the variations of the conditions what you read from that table?

General HARRIES. Yes, sir.

In Springfield, Ohio—these are the towns from which gentlemen who are members of the Committee on Appropriations come—Springfield, Ohio, they have 4,000 burning hours and \$73, with coal at \$2.15 per ton. That is all overhead and on wooden poles—just the ordinary construction, the common arc construction.

In Alabama, at Demopolis, they pay \$84 for 2,800 hours, all overhead construction. Remember, here we are burning 4,000 hours at the time, and with underground construction.

Mr. TAYLOR. That is my town, and it has about 4,000 inhabitants.

General HARRIES. There the coal is \$2.45 a ton, and the price is for a lamp.

At Peoria, Ill., where they burn 3,900 hours and coal is \$1.14

ton—and you remember coal is a very considerable element in this proposition—they pay \$65.

Mr. TAYLOR. From whom did you get your information from Demopolis?

General HARRIES. A telegram was sent to the mayor.

Now, at Brooklyn, N. Y., they have a very large number of lamps. There they have 3,400 open and 1,000 inclosed. Coal is \$1.90. They are burning 4,000 hours, or 3,950 hours, and they are paying \$90 a lamp.

All of those lamps are not underground. They put the connections underground whenever the municipal authorities require them, but they have a contract of \$90, and whenever there is a demand, as they move out, for underground wires, they put them under.

We are required, whenever we have an arc lamp, no matter how far out, to put its connections underground; and we are required by law, whenever we want to extend one-way ducts, to contribute three ducts free of cost to the General Government and the District of Columbia, so that whenever we want to extend one way we have to make a four-way duct. That makes a difference of \$1 a foot. It is not required anywhere else.

In Chicago they have almost wholly the open lamp, and their contract, with coal at \$1.75 a ton, is for \$103. It has never been claimed for the municipal plant which they have there that they could make light for less than \$67 a lamp, and that did not include interest or depreciation. That is the municipal lighting plant. Sixty-seven dollars was their figure of cost. That was the actual cost of production.

Mr. SULLIVAN. Not including depreciation?

General HARRIES. Not including depreciation or interest, Mr. Sullivan.

Now in the town of Austin, Tex., they have 2,500 burning hours.

The CHAIRMAN. 2,500 burning hours?

General HARRIES. Yes; 2,500 burning hours, and they burn a lignite coal at \$1.22 a ton, and the contract is for \$90, and it is a long-time contract. It is a 10-year contract, at \$90.

Mr. TAYLOR. Lignite coal at what per ton?

General HARRIES. \$1.22, and all overhead construction. I am talking about overhead propositions now, except as to Chicago, and there they are underground in the heart of the city and overhead as they get out near the suburbs, whereas we are required to be underground all the way out.

The CHAIRMAN. What is the price at Chicago?

General HARRIES. \$103.

Now, I have a couple of Tennessee towns here. Memphis is one of the largest towns. Coal is \$2 a ton there, and they burn 4,000 hours and pay \$85 a lamp—all overhead.

In Jonesboro, Tenn., they only burn 2,000 hours, and coal is \$1.75 a ton, and they get \$50 a lamp. But that is only half the number of burning hours that we have.

At Council Bluffs, Iowa, they burn 2,000 hours, with coal at \$2.50, and the price per lamp is \$69.50.

At Hot Springs, Ark., there are 3,600 burning hours, with coal at \$2.50, and the price is \$90. It is also overhead.

Mr. SULLIVAN. What is that last place?

General HARRIES. Hot Springs, Ark.

At Gloversville, N. Y., they have 4,000 burning hours. Coal is \$3.50, and the price on a long-time contract is \$86.40.

Now, there are the figures.

The CHAIRMAN. What schedule do you furnish light under in the city of Washington?

General HARRIES. 4,000 hours. That is all-night service.

The CHAIRMAN. Moonlight and other nights?

General HARRIES. Yes; no change at all.

Mr. SULLIVAN. How many hours in Chicago?

General HARRIES. 4,000 hours.

Mr. SULLIVAN. Have you got any figures on the increased cost per light? The usual charge made by private business corporations for depreciation and interest would bring it above \$67?

General HARRIES. Yes. For depreciation you want to add \$29.76 on the basis of our proposition.

Mr. SULLIVAN. How much for interest?

General HARRIES. Each lamp costs the same in Chicago as here.

Mr. TAYLOR. What interest is that?

General HARRIES. We pay 6 per cent on old United States Lighting Company securities. That is what we pay.

Mr. SULLIVAN. What would that add to the cost per lamp in that municipal plant in Chicago?

General HARRIES. I do not know what their interest would be, Mr. Sullivan, because I do not know what their investment is.

Mr. SULLIVAN. What was this \$29.76 you gave me?

General HARRIES. That was depreciation; in buildings and steam plants.

Mr. SULLIVAN. Where? Here?

General HARRIES. Yes; here.

Mr. SULLIVAN. I was asking about Chicago.

General HARRIES. I have not their figures with me. I can get you theirs. I have the whole report. Haskins & Sells made a very careful report of the Chicago lighting situation.

Mr. SULLIVAN. I would like to have it.

General HARRIES. Very well.

Mr. SULLIVAN. What percentage do you allow for depreciation?

General HARRIES. It varies according to the items.

Mr. SULLIVAN. On all the items?

General HARRIES. Taking the buildings, there is 4 per cent depreciation. These are the standard depreciation figures accepted by engineers all over the country.

Mr. SULLIVAN. Buildings, 4 per cent?

General HARRIES. Yes, and steam plant, 7 per cent; reserve steam plants, 7; arc-light machines, 10; conduits up to about a year or two ago, 5. We have a better conduit system now, which is not breaking down, as the old one did. Cables, 5; iron poles, 5; the arc lamps themselves, 10. That is too low for the arc lamps, as a matter of fact. In practice we have found that to be true. In the street service you have in the conduits 5, and the handholes and manholes, which are subject to wagon traffic in the streets, 10.

Mr. SULLIVAN. Now, have you got figures which enable you to give the average cost of the depreciation of the entire plant?



General HARRIES. Yes, sir.

Mr. SULLIVAN. What do you make it?

General HARRIES. Only for a portion of the plant. There is no confusion between these and the private lighting. This is distinct bookkeeping.

Mr. SULLIVAN. Yes. What do you make that?

General HARRIES. That gives me a total of \$29.76.

Mr. SULLIVAN. What percentage?

General HARRIES. Oh, I have not the average percentage right through.

Mr. SULLIVAN. That would be the only percentage that would be useful to us. Without knowing the amount invested in the steam plants, and arc-light conduits, and cables, etc., these figures would be meaningless.

General HARRIES. I have the figures here representing the percentage.

Mr. SMITH. That would not give the average.

Mr. SULLIVAN. You allow 10 per cent depreciation on glass lamps?

General HARRIES. Not wholly on the globes. It is on the arc lamp itself; the entire structure.

Mr. SULLIVAN. I notice you allow the same percentage of depreciation on the iron manhole. By what process of figuring do you make those items equal?

General HARRIES. The manhole is run over by every horse and wagon and all the traffic on the street.

Mr. SULLIVAN. How does that affect it?

General HARRIES. It breaks it and chips it. It has to be renewed. I can find a broken manhole any morning, after a day's inspection showing our manhole covers to be in perfect condition. I can start out and find half a dozen chipping or cracked.

Mr. SULLIVAN. I never saw one of them in my life.

General HARRIES. I can show you 20 this morning with corners knocked out and holes in them, plenty large enough for somebody to use as a basis of a suit against the company because of defective equipment.

Mr. SMITH. What is the number of hours of darkness in a year when the moon is not shining, General? Do you know?

General HARRIES. About 2,200 hours, I think. It figures out 2,200 hours.

I would like to say, if I may proceed, Mr. Chairman, with respect to these prices, that the present rate—that is, the rate now being paid for this fiscal year—is only \$81.60, because you have exacted 4 per cent of this amount, 4 per cent of our gross receipts, as a tax, so that actually we are receiving now, with the \$85 rate in existence, only \$81.60. The proposition as it went through the committee in the District bill will give us only \$76.80 per lamp, because you must deduct the taxes from the price received.

Mr. SMITH. Is this your plant at the foot of G street?

General HARRIES. No. Our arc-light plant is at Fourteenth and B streets.

Mr. SMITH. What system have you there? Do you still use belting?

General HARRIES. We have two units that are still using the old belting. That system works out quite economically.

Mr. SMITH. That is not the modern system?

General HARRIES. No. Our electric lighting is done very largely by the steam turbine. We have two steam turbine units in there now.

Mr. SMITH. Is not this system regarded as extravagant and involving a loss of power over the modern system?

General HARRIES. It depends on how it is operated. If a man does not know the belt business he can lose a lot of money.

Mr. SMITH. What is the object in changing it?

General HARRIES. There is an object in saving, of course.

Mr. SMITH. Is it not estimated by those who are interested that there is a saving of 40 per cent?

General HARRIES. Let me answer that by saying that people come in my office every day and say how this or that boiler would save so much percentage, and how this stoker would economize so much more, with more saving through economizers and heaters, until, considering their proposition cumulatively, you would imagine the coal would not cost anything. [Laughter.]

Mr. SMITH. That hardly answers the question. Is it not a fact, contended for at least by those who are manufacturing and advocating direct connection, that it is a saving of 40 per cent?

General HARRIES. I never heard it stated as high as that. If I thought there was that much difference I would scrap the belted units and throw them out.

Mr. SMITH. They have thrown all the motor machines of that kind in my country into the scrap heap.

General HARRIES. If I thought there was any such percentage as that we would get rid of them instantly. It would not pay to keep them.

Mr. SULLIVAN. Is this list of charges in the different cities of any real value in determining whether you are charging enough or too much in Washington? Are the conditions so nearly alike as to afford a basis of calculation that would really enlighten the committee?

General HARRIES. Yes; I think so.

Mr. SULLIVAN. Have you figured the effect upon charges here and elsewhere in the difference in population—the area to be lighted, the amount charged off for depreciation in the several places, the amount charged off for interest, and the amount of profit which a particular corporation has ruled that it should earn?

General HARRIES. Of course I do not—

Mr. SULLIVAN. For instance, to illustrate: In Philadelphia the corporation that is doing the work might decide that it wanted 10 per cent interest upon its entire investment, charging off 6 per cent for depreciation, and that might account for that figure; whereas in other places where the charge was slightly lower, the amount determined by the corporation to be taken as profit might be only 5 per cent interest. How can this table be of any value to us unless we know all these different factors in each instance?

General HARRIES. I should say that the value of this table was to be found in the showing it makes as to the public willingness to pay for this service.

Mr. SULLIVAN. What the public is willing to pay in one place ought not to be the measure of the price in another.

General HARRIES. Then I am in a better situation than I could possibly have hoped to be with this committee, because I can show

conclusively that we are doing this thing at a loss; and without regard to any other city, I can demonstrate the loss from our own books and our own plant. I can demonstrate it to anybody interested in this subject that we have been doing that for years.

Mr. SULLIVAN. That is all the committee can ask. We ought not to ask that you make a deeper loss, if you show that.

Mr. SMITH. I would like to know if the actual cost of service falls with the increased consumption or the size of the city, as in many other lines of business, or whether it rises?

General HARRIES. It would not be determined by the size of the city, but upon the number of arc lamps. If I had twice as many arc lamps instead of the thousand that we have, the cost might be different. It is an absurdly small number for a city of this size. We are so far behind in the matter of street illumination that I am ashamed of the city as compared with any other city I know of. It is astounding. We are not anywhere near the small Western towns, and do not come near them. And when we compare the city of Washington with a city like Baltimore, where there is a low-grade service, practically overhead service, our city is at a disadvantage. By the way, they have made a contract for ten years for underground service in Baltimore.

Here we work on an annual contract and have 1,000 lamps, and yet we are getting less money—so much less money than any other city operated by the underground method that it must seem clear that we are not getting enough. Those people elsewhere are not being robbed.

Mr. SMITH. Did you mention a report made to Congress?

General HARRIES. Yes; here it is [submitting same].

Mr. SULLIVAN. Have you any other copies, General?

General HARRIES. I can get you copies. I will be very glad to supply them.

Mr. SULLIVAN. I wish you would.

Mr. SMITH. Does the cost of arc lights depend upon the number of miles per installation?

General HARRIES. Yes; on the number of arc lamps. When we have 1,000 arc lamps with the center here at Fourteenth and B streets, and one terminal clear out at Sixteenth and Park streets, and another at Thirty-sixth and Prospect streets, and still another at Fourteenth and East Capitol streets, with as few arcs as we have, you can see how long and unproductive the conduit lines are.

Mr. SMITH. Can you tell us, for these same cities you have reported on, the number of miles per installation?

General HARRIES. No; but take the underground cities—Philadelphia, Boston, Brooklyn, and part of Chicago. Where they have in Philadelphia 10,789 lamps, they get \$99.04 a year.

Mr. SMITH. But you have many streets in Washington in which you do not have to have any wires for lighting purposes.

General HARRIES. No; the arc lights follow the business streets.

Mr. SMITH. You have them on the avenues and other streets of that kind?

General HARRIES. We follow out Mount Pleasant street and Columbia road and the lines of the main highways of business and travel.

Mr. SMITH. Do you know how many miles you have yourself?

General HARRIES. No. We have never figured it out on the per mile basis.

Mr. SMITH. I know in computing as to water hydrants it is regarded as one of the very best tests—not the price per hydrant, but what the price of hydrants per mile is. Would not that be largely a fair indication in your business? For instance, it would cost you but little more to maintain 20 lights to a mile than to maintain 3 lights.

General HARRIES. Yes. Each arc lamp means the consumption of so much coal.

Mr. SMITH. What is the consumption?

General HARRIES. In excess of seven tons, averaging \$3.20 per ton.

The CHAIRMAN. What did you say they are paying for coal in Winona, my home city?

General HARRIES. \$3.50.

Mr. SMITH. Less than \$26 of this is for coal?

General HARRIES. Yes.

Mr. SMITH. Outside of that there would be scarcely any more expense for 20 than for three or four lights?

General HARRIES. There would be the depreciation on each lamp, and \$580 investment for each lamp. You see we are required to have an iron pole within the city. When the iron-pole proposition was put in here it cost \$23. You could not get a pole for \$85 now. If we ordered it to-day we could not get it for six or eight months. Everything here in Washington has been done to make the service as nearly the right thing as it can be made, and the expensive thing, and the requirements are just as rigid as they possibly can be; and to these requirements, common in other cities, where they are careful about these matters, as, for instance, in Boston and parts of Brooklyn, you must add the requirements that compel us to lay four ways in a conduit when we need but one.

We had one-way conduits put down prior to the enactment of the law, which required this contribution of three free conduits to the government of the District of Columbia, for their use for lighting or any other use, wherever they wanted to put wires. There came a time when we had to make connections at one end of that, and almost at the same time we were required to extend at the other end of it, and we had to lay four-way conduits on each end on a one-way pipe, because the law said we had to do it, and the Commissioners would not allow us to lay it in any other way, and so we have two long stretches of conduits that are of no service to anybody, and there will never be any connection; but we have got all this stuff, costing \$1 a foot, lying right out in the mud.

Mr. SMITH. You have only to give three to the public?

General HARRIES. Yes. That is an extraordinary cost.

Mr. SMITH. You say you have some 16 way conduits; you would have 13 of them?

General HARRIES. Yes, we would; it being our property, they would allow us to retain 13 of them—

Mr. SULLIVAN. The public giving you the use of its property—the streets?

General HARRIES. Yes; in return for a 4 per cent franchise tax. There is another feature that we might call attention to, and that is the paving. Whenever we make street connections we have our

asphalt paving to do. That is so in Philadelphia only as to a few streets, and practically in no city is it as it is here—100 per cent. We strike the asphalt every time in all arc work, because we are on the best streets, and they are all asphalt; so that the conditions here are more expensive—I will not say burdensome. They are more expensive than anywhere else in the country.

The requirements are more rigid, and when I come to this committee and seem to be criticising the action of any other subcommittee of the Committee on Appropriations, you must understand that I come here because I had not the remotest idea that that subcommittee was going to do what it did do, and what I am sure it never would have done if it had these facts in its possession. If they had intimated to me what they had in contemplation I would have given them these facts.

We are not asking here for profit. We are not fighting here for a big price for arc lights. It is only a small part of our business, it is true, but it seems to me that Congress does not want to ask us to furnish arc lights for less than the cost. I feel sure that Congress will be as fair collectively as it is individually. I can not imagine that the dealings of Congress as a great legislative body with one of its creatures are going to be any less fair than your dealings with me would be as an individual, and in that way I present this case.

MR. SMITH. Has the price in New York fallen since you made this report?

General HARRIES. Yes.

MR. SMITH. How much is it now in New York?

General HARRIES. One hundred and twenty dollars for underground and \$98 for overhead, I think, at that time—was it not, Mr. Smith?

MR. SMITH. It was \$146. When you said New York was higher than Boston you were mistaken.

General HARRIES. Boston pays \$124 a lamp. New York pays—

MR. SMITH. A maximum of \$120.

General HARRIES. I think it is \$120, but New York is paying a higher figure all around, the number of lamps considered and the number of overhead lamps considered, than Boston.

MR. SULLIVAN. Would you be glad to furnish light with the Boston conditions and at the Boston rate?

General HARRIES. Yes—

MR. SULLIVAN. With the compact city and very few asphalt streets and with the great bulk of business people using arc lights?

General HARRIES. Yes. I looked that Boston situation over and congratulated Mr. Edgar on having within easy reach a very satisfactory proposition upon which to work.

MR. SMITH. Is there any competition in these cities that you have mentioned?

General HARRIES. In some cities; yes.

MR. SMITH. At Brooklyn, New York, Boston, and Chicago, where they have an underground system, would they allow more than one company on the same street?

General HARRIES. I think not.

MR. SMITH. So that practically each company that gets these figures has a monopoly by reason of the conditions that surround the business?

General HARRIES. Yes. It is like the telephone business. A con-

trolled monopoly is unquestionably better in these public-service corporations.

Mr. SMITH. The telephone people are constantly spreading a dual system all over the country.

General HARRIES. I heard one of the most exquisite contributions to profanity the other day in Philadelphia from a man who had two telephones in his office—

Mr. SMITH. That may be, but I think 50 have been installed in my State for every one that has been consolidated.

General HARRIES. The service from one company is vastly more satisfactory, and cheaper, than service from two.

Mr. SMITH. It certainly ought to be. I am not stating that it is.

General HARRIES. The telephone business is, however, apart from ours. We have troubles enough in the street railway and lighting business.

Mr. SMITH. It is common to allow two telephone companies to place conduits in the same streets in most of the cities?

General HARRIES. Yes; but here in Washington, where Congress has absolute control by the Constitution, Congress has practically decreed that these things shall be controlled monopolies, and the control is in your own hands. It is for you to say.

The one question I want to leave with you is, Are you, because you are stronger than I am, because you have the power—are you going to say, "You shall furnish us with this service because you are our creature, because you are wholly at our mercy. We can crush you without any trouble at all, and compel you to sell this product, which has a market value easily to be determined, for less than it costs."

I hesitated about coming before this committee because of the action of a prior subcommittee, but that action was without information. The gentlemen who were on that subcommittee, with one exception, had never served on that subcommittee before, and had not gone into conditions in Washington as those who had served on preceding committees had done; and the old subcommittee, I assure you, had gone into this.

This is no new fight. I have been here for years endeavoring to get a fair price, and finally we got that price of \$85 established. We said, "We will not trouble about it any more." Every year for years the Senate Committee on Appropriations put that price to \$85, and would have put it to \$92 for which I asked. Ninety-two dollars would have covered everything and left us a small margin. There was perfect willingness to do that on that side of the Capitol, because there they had looked at this subject with great care, and the Senate Committee on the District of Columbia had also gone into it with great care, and contributed its information to the Committee on Appropriations, so that the finding of the Committee on Appropriations was based upon a great deal of information gathered at considerable trouble and cost.

When the House finally came to the \$85 rate, we said: "All right: we will not trouble any more. We will go right ahead and develop our private lighting, and make what we can out of it."

Even that is controlled in price. Congress says we shall not charge more than 10 cents per 1,000 watt hours, and we charge less than that when we have a long-time contract and the conditions are favorable and the load comes in at the right time of day and can be handled.

conveniently. We sell to the Government now at 6 cents. We are dealing liberally and fairly by the community, and all I ask is that the committee shall be fair, even if not liberal, with us.

Mr. SMITH. Have you ever made a proffer to the District Commissioners to light this city in its entirety with electric light, to the exclusion of gas?

General HARRIES. No, sir.

Mr. SMITH. The reason you have so small a number of lights relatively to the size and area and population of the city is because of the fact that this city, more than almost any city in the country, uses gas yet for street lighting purposes?

General HARRIES. If Mr. Smith will look at the hearings of the subcommittee on the District appropriation bill he will find there a lengthy disquisition by the president of the Board of Commissioners on the desirability of gas illumination. That gentleman is in favor of gas. He thinks the electric light is too strong, too glaring.

I think an electric-arc light in every alley would be worth a policeman, and instead of costing you \$1,000 a year for a policeman it would cost you what we charge for an arc light, \$85. I am not a believer in gas on the streets. You take any gas-lighted street in this town—it is a yellow light, even with a Welsbach mantle. It is a yellow light and soft, and absolutely of no value in the identification of an individual 50 feet away from that lamp. You take Pennsylvania avenue, which is badly lighted as an arc-light street; the lights are too far apart.—

Mr. SMITH. How far are they apart?

General HARRIES. I have not those figures, but I should say quite 200 feet. I would hazard that. I can give you the exact figure. That street, with these lights so far apart, is nevertheless so lighted that you can recognize people. A policeman pursuing a man on a gas-lighted street may sometimes catch his man, but if the man gets far enough away from him he will never identify him. I believe if all lights were arc lamps you would not need to very largely increase your police force.

Mr. SULLIVAN. I think that arc lamps and policemen are equally scarce. [Laughter.]

General HARRIES. I am not advocating a reduction of the police force, but I want to say, as to Mr. Macfarland and his street-lighting theory concerning gas, that gas as an illumination for streets is completely out of date.

Mr. SMITH. Is there a city that has so many gaslights and so few electric lights for street illumination relatively as Washington?

General HARRIES. No, sir; Washington is behind all the other cities in that respect. If we owned this city and owned the gas company, I would not favor the lighting of the city with gas. If the gas company were under our control, and it is not, I would come before this committee and ask that gas be eliminated practically as a street-lighting factor.

Mr. TAYLOR. You say that the cost of an arc light is \$528?

General HARRIES. That is the cost of installation.

Mr. SMITH. That means from the main conduit?

General HARRIES. Yes.

Mr. TAYLOR. I did not understand the items that go to make up that cost.

General HARRIES. I will put those exact figures in the record. I like to be precise about those things.

*Investment and depreciation per arc lamp.*

	Investment.	Depreciation.	
		Per cent	Amount
Buildings .....	\$51.25	4	\$2.05
Steam plant .....	53.71	7	3.76
Reserve steam plant .....	30.00	7	2.10
Arc-light machines .....	29.30	10	2.93
Conduits .....	146.00	5	7.30
Cables .....	126.00	5	6.30
Iron poles .....	47.00	5	2.35
Arc lamps .....	21.00	10	2.10
Hand-holes .....	8.80	5	.44
Manholes .....	14.50	10	1.45
Total .....	528.16	5.8	30.5

## KEEP COMMISSION.

MONDAY, May 7, 1906.

### EMPLOYMENT OF SPECIALISTS AND EXPERTS TO ASSIST IN INVESTIGATION OF BUSINESS METHODS IN GOVERNMENT SERVICE.

#### STATEMENT OF MR. CHARLES H. KEEP, CHAIRMAN OF THE COMMISSION.

The CHAIRMAN. Mr. Keep, we have here, in Senate Document No. 162, a message from the President recommending an appropriation of \$25,000 to be expended under the direction of the President for payment of salaries and expenses of specialists and experts to investigate and report upon business methods and practices throughout the Government of the United States. That expenditure is supposed to be made in connection with what is commonly known as the Keep Commission and its investigations?

Mr. KEEP. Yes, sir.

The CHAIRMAN. How many people has the Keep Commission heretofore employed?

Mr. KEEP. The Keep Commission has carried on its work up to the present time without a cent of expense.

The CHAIRMAN. Who constitutes the Keep Commission?

Mr. KEEP. I was appointed the chairman of the Commission; Mr. Hitchcock, the First Assistant Postmaster-General; Mr. Murray, the Assistant Secretary of the Department of Commerce and Labor; Mr. Garfield, of the Bureau of Corporations; and Mr. Pinchot, Chief of the Bureau of Forestry.

The CHAIRMAN. You have in connection with the Commission how many?

Mr. KEEP. Some 70 people organized into small subcommittees which are dealing with special branches of subjects and carrying out detailed investigations for us on which they will make reports to that we go over and adopt or reject in whole or in part. Of course we are also keeping ourselves well acquainted with the work they are doing.



The CHAIRMAN. You have some 70 people employed who are divided up into subcommittees.

Mr. KEEP. None devoting more than a small fraction of their time to the work, and where necessary they are making it up by working out of regular hours.

The CHAIRMAN. And these subcommittees are charged with the duty of investigating certain branches of the service with which they are familiar because of their relation to the service and their employment in that service, as I understand it?

Mr. KEEP. Yes, sir.

The CHAIRMAN. Then they make recommendations to the Commission with respect to modifications of the existing system under which the business in that particular Department is conducted?

Mr. KEEP. They are not investigating by offices or by Departments, but by subjects.

The CHAIRMAN. In what particular work is it contemplated to employ these specialists for which the President makes this recommendation?

Mr. KEEP. I think the expenditure of money for the work of the Commission need not be large. As I say, there has been none expended as yet, and there need be no great amount expended. But there are four different matters in which some funds could be profitably used by the Commission. The first is upon what we call the field work.

It is impossible to carry on a study of the detailed methods of the Government entirely and impartially by observation in Washington alone. It can not be done successfully in a Department, such as the Interior Department, for example. No complete study of the business methods of the Interior Department could be carried on here. There must be a certain amount of work done in the field in examination of the various land and Indian offices, not in attempting to cover the whole field, but picking out a few of the typical offices and getting at the methods that obtain.

The CHAIRMAN. Does your investigation contemplate any changes or modifications in the system of doing business in the various services of the Government outside of the Executive Department in the city?

Mr. KEEP. Oh, yes; the Executive Departments are nothing more than, in many cases, the place from which the instructions are issued; but the work is carried on outside of Washington.

The CHAIRMAN. Are not all of the methods under which the work in the field is done prescribed by the Department here?

Mr. KEEP. We want to see how they are carried out, how the work is done. Almost any man can make a statement on paper as to how the work of his office is done, but what we want to do is to see just how the work is carried on in the different offices. We have prepared, for example, for some of the local land offices, a series of questions that cover the administrative methods of transacting business there. These questions do not deal with land law or policy, only with business methods. We have picked out a number of men, experts in the land laws and in the land service, who we think would be well qualified to visit a few of the land and Indian offices, believing that the information that they would get would be of the greatest

value to us in our examinations of the business methods of the Interior Department.

We have no funds to pay their expenses, but they are all in the Government service. It is not a question of salaries, but a question of traveling expenses. A number of them are in the reclamation service, and their expenses nominally would have to be borne out of this appropriation, because the reclamation fund is only available for that work alone, and if they were temporarily detailed for another kind of work they would have to be paid out of the appropriation. We are asking, because they could not be compensated out of the other.

The CHAIRMAN. In that connection, your Commission has recently been requested by the Secretary of the Interior to devise some system of accounting and bookkeeping in connection with the reclamation service in keeping with the system that prevails generally in the Department, have you not?

Mr. KEEP. Not a system of bookkeeping. We have had before us informally—never by the request of the Secretary of the Interior—the question of how money could be advanced to chiefs of parties who are working in the field in the reclamation service to meet the party expenses.

The CHAIRMAN. Most of the money expended in the reclamation service is expended in the field.

Mr. KEEP. Most of it is spent on contracts let for the work, but they have parties engaged in surveying, preliminary engineering work, parties in the field in different parts of the country, where it is highly desirable that the head of a party should have a limited amount of Government funds to pay the party expenses, but at the present time they can not do that.

The CHAIRMAN. Do you think that your Commission is as well equipped for devising a system of accounting for the reclamation service as a chartered accountant or similar organization would be in dealing generally with large business transactions such as these chartered accounting companies do?

Mr. KEEP. In some respects better, and in others not as good. I think that the men that are connected with us, who have had experience under the governmental system of doing business, are the ones through which we should attack this question. They have a knowledge which it takes an outside accountant a long time to acquire.

The Government business can not be done in the same manner as that of a business corporation, and the necessary differences between the two are known to the Government employees better than the outside experts. The outside man would have to make a long study of the laws, and the Government system of doing business, before he would be prepared to attack the question at all. Our notion is to have the question attacked by people in the Government service who are familiar with it, picking out men of ability in the Government service, and then to submit their recommendations about the matter to experts on the outside.

The CHAIRMAN. To what extent, if at all, is your Commission going into the question of the personnel of the service?

Mr. KEEP. One of our subcommittees is dealing entirely with that subject, and largely with the question of systems of promotion and the conditions that prevail at present as to inequality of salary—

people doing the same work upon different compensations, and other important questions of that kind; as well as comparison of compensations in the Government service with similar work on the outside.

The CHAIRMAN. Are you making any investigation into the question of whether or not the law requiring the heads of departments to dispense with the services of people who are physically disabled permanently for the discharge of duty is being observed and enforced.

Mr. KEEP. We have not done anything in regard to that, because that was a matter that was being considered by this committee and by Congress.

The CHAIRMAN. Yes; but as the result of the influence of those who would be affected doubtless by such action, Congress has been unable to act.

Mr. KEEP. The matter will be considered to some extent. We have reached no decision as to whether we would make any report on that subject or not.

The CHAIRMAN. I know, but what I wanted to know was whether you are investigating the question as to that provision of law being complied with, and if not, why not; and whether there was any remedy if this law was inefficient, or any other reason the Commission might discover there was any remedy whereby the public service could be relieved to the extent of removing those who are disqualified by reason of physical disabilities for the discharge of their duties.

Mr. KEEP. Only incidentally as it comes in with other things we are considering, such, as for example, the question of efficiency records of work of clerks. If the efficiency of the work of clerks is recorded by a proper system, then there is something available upon which a method of purging the Government service of inefficiency can be based, whether it be by a system of retirement or a system of compulsory dismissal of all of those that are rated the lowest.

The CHAIRMAN. It is not your intention, then, if this \$25,000 is allowed, to employ a corps of experts who would become permanent employees of the Government?

Mr. KEEP. Not at all. We want traveling expenses in connection with field work, expenses for traveling and necessary expenses of those who, before they make their reports on subjects that they are considering, ought to go and visit some of the best organized business corporations of the country; for example, our committee on the purchase of supplies ought not to make a report on the system of purchasing Government supplies without visiting the supply department, say of the Pennsylvania Railroad or the United States steel corporation or some other institution of that kind that could be selected for that purpose to give them an insight into the modern business methods that they can not have without it. That can not now be done unless the members of the Commission are willing to go into their own pockets for the traveling expenses of themselves and members of their subcommittees.

The CHAIRMAN. If the appropriation was made there would be then no objection if it was limited to expenditures such as you have indicated, would there?

Mr. KEEP. In a letter which I wrote to Senator Allison on the subject I pointed out one serious objection. He asked if it would be best to put in the appropriation an exclusion of salaries, and I told him

that that would be extremely embarrassing to us at the outset. About the first expenditure would be to send some men who are in the reclamation service to study the field offices of the land and Indian services, and their salaries while they were engaged upon that work, which would be a matter of three or four weeks, could not be paid out of the fund from which they are now paid. Therefore a provision that would prevent any salaries being paid out of this appropriation would block us right there at the outset, and I do not believe that we could get equally good men from any other source.

The CHAIRMAN. Why could not their salaries be paid?

Mr. KEEP. Because the reclamation-service fund can only be used to pay salaries when the men are actually engaged on work for the reclamation service.

The CHAIRMAN. Wouldn't that be incidental to the work of the reclamation service?

Mr. KEEP. No. Many of the men now connected with the reclamation service are highly familiar with the land laws and with the Indian service, and if they were investigating conditions with respect to the land office and the Indian service it would be something entirely different from the reclamation of arid lands. Aside from that I know of no salaries of any kind that would be paid out of this appropriation.

The CHAIRMAN. Can you form any estimate of the amount of the appropriation that would be required, approximately, for the payment of salaries?

Mr. KEEP. Five thousand dollars would amply cover it. We would be perfectly willing to have a limit of \$5,000 put upon it, that that portion of the appropriation should be used for the payment of salaries, and the rest only for expenses.

The CHAIRMAN. Mr. Keep, in your investigations thus far have you discovered in any of the Departments that there were public funds derived from the sale of public property, either condemned property or other property, that have not been paid into the Treasury of the United States in accordance with the statute directing that such money be covered into the Treasury, or funds that have been covered into the Treasury and have not been accounted for to the accounting officers of the Treasury Department?

Mr. KEEP. I can not speak for any Department excepting the Treasury Department on that subject. I consider that the safeguarding of the miscellaneous receipts of the Government is one of the most important problems at the present time. It rests upon the honesty of the men who receive the money to a very large degree, and it is not subject to effective and efficient checks.

And I think that applies to some extent to customs receipts in small offices—not so much in large offices, and possibly to some classes of postal receipts, although I do not speak with any certainty about the postal receipts. I refer to postal receipts where no stamps are affixed. I asked a man in the customs service, an expert, if a collector of customs of a small port was paid some duties, and if he destroyed all the papers in connection with the importation and put the money in his pocket, how that could be discovered under the present system, and he said frankly that it could not be discovered.

The CHAIRMAN. Has not the Treasury Department within the last

year or eighteen months devised a system of accounting for receipts consecutively?

Mr. KEEP. Such a system has been adopted, but I think it is little used, although I believe it is better than no system at all. I have had some question, though I have not examined the subject sufficiently to reach any conclusion, whether it would not be possible to apply a stamp system to a very considerable part of the Government receipts to which it is not now applied. We collect \$230,000,000 in internal revenue and it is all covered by stamps, and that is absolutely a safe system. Whether a stamp system could be applied further is a question that would require a great deal of detailed study.

The CHAIRMAN. Is this one of the subjects that your Commission is considering—the safeguarding of the miscellaneous receipts of the Government?

Mr. KEEP. Yes, sir; although as a rule we consider the work of our Commission as one of simplification rather than safeguarding. The work of safeguarding is, in many respects, overdone in the Government service. The general tendency is to introduce check after check, and I have told all of our subcommittees that I wanted them to put their mind on the other side of the subject; not to come in with reports that recommend additional checks, but to come in with reports regarding the work of simplification.

The CHAIRMAN. Do you know of any fund of any considerable amount that has come into the possession of any Department of the Government, from the investigations which you have made, that has not become a part of the public funds in the Treasury of the United States?

Mr. KEEP. No, sir; none whatever.

The CHAIRMAN. Do you know whether or not the Chinese indemnity fund has gone into the Treasury of the United States?

Mr. KEEP. I think so, so far as it has been paid.

The CHAIRMAN. Do you know anything, Mr. Keep, about a fund of about \$738,000 that was received by the Secretary of the Interior for the sale of town lots in the Territory of Oklahoma, which fund has not been paid into the Treasury of the United States?

Mr. KEEP. I have heard the fact mentioned, but I know nothing about it in detail.

The CHAIRMAN. The Treasury Department is the accounting department of the Government, is it not?

Mr. KEEP. Yes, sir.

The CHAIRMAN. And when the statutes state that public funds shall be accounted for to the proper accounting officer, to what officer does the statute refer?

Mr. KEEP. It means the Auditor.

The CHAIRMAN. The Auditor of the Treasury Department for the Department receiving the money.

Mr. KEEP. Any man who disposes of waste property—for instance, if a custodian of a public building is ordered to dispose of certain property, he is directed to deposit the proceeds in the nearest Government depository. He takes a certificate of deposit, and the certificate goes to the Treasury Department. It ultimately reaches the Auditor's office, and the Auditor, unless he has received an account from that man showing just what he sold and what he got for it, has nothing to place on the other side.

This man is credited with the deposit, but in order to make the account complete he has to charge something against the custodian, and unless the Auditor has received the account through the administrative office, showing with what that man should be charged, he sends a clerk from his office to the administrative officer; they file the letter directing that this property be sold, and either have the account sent or, if the matter is a trifling one and comes from an office having ordinarily no receipts, the letters themselves are accepted as basis for the statement of the account.

The CHAIRMAN. All public moneys received by any Department of the Government will be accounted for ultimately to the Auditor of the Treasury Department for that particular Department receiving the money, he being the proper accounting officer.

Mr. KEEP. And that account should go through the administrative office. If it relates to a public building outside of Washington, the chief clerk's office in the Treasury Department takes charge of that matter.

The CHAIRMAN. Say, for example, that there is condemned property of the Government in the Reclamation Service which is sold, the aggregate amount received being in the neighborhood of \$20,000. That money is paid into the Treasury of the United States, and the accounting officer, or the Auditor for the Interior Department, says that it has not been accounted for; that money had been paid into the Treasury, but the receipt of the money has not been properly accounted for. How would that money be accounted for other than by being paid into the Treasury of the United States.

Mr. KEEP. The Auditor for the Interior Department, in the case you speak of, would inquire of the Geological Survey in Washington for an account relating to that sale, and that office would send over to him the letter authorizing the sale, and the record of the sale by the man who made it. That would be made a basis of charge against the man who made the sale, and he would then be given credit for the amount of his deposit.

The CHAIRMAN. Is there any distinction made in the Treasury Department between receipt of public funds as derived from the sale of public property, or condemned property, and the receipt of trust funds, so far as their payment into the Treasury is concerned.

Mr. KEEP. I have never had occasion to look at that. I do not know how trust funds are treated.

The CHAIRMAN. Section 3622 of the Revised Statutes, as amended 1877 and 1894, contains the following provision:

Every officer or agent of the United States who receives public money which he is not authorized to retain as a salary, pay, or emolument shall render his account monthly. Such account, with the vouchers necessary to the correct and prompt settlement thereof, shall be sent by mail or otherwise to the Bureau which they pertain within ten days after the expiration of each successive month, and, after examination there, shall be passed to the proper accounting officer for settlement. In case of the nonreceipt at the Treasury or proper Bureau of any account within a reasonable and proper time thereafter, the officer whose accounts are in default shall be required to furnish satisfactory evidence of having complied with the provisions of this section.

Do you know whether the Secretary of the Treasury has ever submitted to Congress a statement in regard to this fund of \$737,000 for the sale of town lots in the Territory of Oklahoma, the receipt of

the money by the Secretary of the Interior, and his failure to account for it?

Mr. KEEP. How would the Secretary of the Treasury know that this money had been received?

The CHAIRMAN. The Secretary of the Treasury must have known that he appointed two commissioners or examiners, one under the Comptroller of the Treasury and the other under the Auditor of the Interior Department, and directed them to call upon the Secretary for information as to the receipt of this money, and it was then, and only then, that the Secretary of the Interior made a statement in regard to the receipt of this money, but did not turn the money over into the Treasury of the United States, but continued to allow it to remain in the subtreasury to his own credit.

Mr. KEEP. The money is in a subtreasury, but stands to the credit of the Secretary of the Interior?

The CHAIRMAN. Yes; it is public money, but it has not been deposited in the Treasury of the United States, as required by statute. And in cases of that kind it is the duty of the Secretary of the Treasury to report to Congress the amount and also the reason it has not been turned over.

Mr. KEEP. Is it unquestionably public money?

The CHAIRMAN. Yes; received from the sale of public property—property belonging to the United States. Of course, the fund was charged with the construction of certain buildings and the improvements in these towns, but there has been no audit of the account as to the amount expended, and there can be none for the reason that the auditor knows nothing about the transaction in its entirety.

It has occurred to the committee that in view of this fact, and in view of several others that have developed here, it might be well for your Commission to devote some attention to this phase of the receipt of public money outside of miscellaneous receipts, money that would not be accounted for as miscellaneous receipts.

Mr. SMITH. Take the head tax that is in the Department of Commerce and Labor, is that deposited to the credit of the United States?

Mr. KEEP. Yes.

Mr. SMITH. And not to the credit of the Bureau of Immigration?

Mr. KEEP. It is at the present time in the Treasury, but it is also appropriated for the use of the Bureau of Immigration.

Mr. SMITH. There is a very close point here that I want to get perfectly clear. There is a distinction between depositing money to the credit of the United States and depositing it to the credit of the person making the deposit.

Mr. KEEP. All income of the Government is deposited to the credit of the Treasurer of the United States.

Mr. SMITH. That would hardly be exactly the fact, in view of the fact that the Secretary of the Interior deposited \$738,000 to his own credit in the subtreasury at St. Louis upon some theory of his.

Mr. KEEP. Was that public money to be turned into the Treasury?

Mr. SMITH. This money was derived from the sale of public lands. What I want to find out is in how many classes of cases have the Cabinet officers or the Bureau officers deposited money in the Treasury, not to the credit of the United States, but to the credit of themselves. You say that the head tax is not deposited to the credit of the Bureau of Immigration?

Mr. KEEP. I only speak with knowledge of the system, and from that knowledge it goes into the Treasury of the United States, and afterwards becomes available as an appropriation for the immigration service.

Mr. SMITH. If it should appear that at the time of the close of the war in China the Secretary of State received the indemnity in installments, as stipulated in the treaty, and that he organized a board of two persons to pass upon the validity of claims against this fund, or against the United States, arising out of its assumption of claims of American citizens, and they passed upon those claims, and then this money was deposited, not to the credit of the United States but to the credit of the State Department, and paid out on these claims without any appropriation by Congress, would not that be one of the very classes of things that your Commission was organized to oversee and correct?

Mr. KEEP. Yes; of course I assume that there is something in a statutory law passed by Congress itself which is relied upon as a ground for doing a thing in that way.

Mr. SMITH. But if that can be done in the Chinese indemnity matter, or in the matter of the sale of Oklahoma lots, it destroys every check or audit in the Treasury Department, does it not?

Mr. KEEP. I can not understand the statement that is made in regard to the Chinese indemnity, because I know that the Chinese indemnity has been before the auditing officers. The dispute about the amount of those payments based upon the rate of exchange that is to be charged between the two countries has been up before the Comptroller.

Mr. SMITH. Might not that have arisen as to the balances after the payment of all these claims in China?

Mr. KEEP. It is possible.

Mr. SMITH. And you have no recollection, have you, Mr. Keep, of anything passing through the Department with reference to the payment of items of damages to American missionaries, and the like, in China?

Mr. KEEP. No, sir. I remember the Auditor for the State Department, and I think for other Departments, telling me that there were certain disbursements made by the State Department for which they received no vouchers.

Mr. SMITH. But in the Treasury Department who would know just what was done with reference to the deposit both of the Oklahoma town-lot fund and the Chinese indemnity fund?

Mr. KEEP. The Auditor for the Interior Department in the one case and the Auditor for the State Department in the other.

Mr. SMITH. Suppose now that this money was deposited in the subtreasury at St. Louis to the credit of the Secretary of the Interior and not to the credit of the United States, then what would the Auditor of the Treasury for the Interior Department know about it?

Mr. KEEP. Nothing, necessarily.

Mr. SMITH. So if, in like manner, the Chinese indemnity fund was first deposited in a subtreasury to the credit of the Secretary of State or the State Department, and disbursements made from it to persons who had claims for destruction of property or loss of life in China, and only the balance was turned into the Treasury finally, would anybody in the Treasury Department know anything about that?



Mr. KEEP. If a balance was turned in, the Auditor, of course, would know how that balance was arrived at, how it was reached; and would have to know the original amount, how much had been deducted, and how much balance remained.

Mr. SMITH. And if any part of the Chinese indemnity fund has ever been turned in, the Auditor for the State and other Departments would know about it?

Mr. KEEP. Yes, sir.

Mr. SMITH. But as to the other matter you do not think anybody in your office or in the Treasury Department know?

Mr. KEEP. Not necessarily, excepting for the fact that no money would be so received by the Assistant Treasurer and held to the credit of anybody without letting the Secretary of the Treasury know about it.

Mr. SMITH. What I wanted to know was who we ought to call here to get the detailed information from so as to throw light on it. According to what you say it would be the Auditor of the Treasury for the Interior Department in one case and the Auditor for the State Department and other Departments in the other case.

Mr. KEEP. The only other man would be Mr. E. B. Daskam, the chief of division of public moneys.

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THURSDAY, May 3, 1906.

## SURVEY OF IRRIGATION WORKS IN CALIFORNIA.

**STATEMENT OF C. E. GRUNSKY, CONSULTING ENGINEER, RECLAMATION SERVICE; HON. JAMES C. NEEDHAM, HON. JAMES N. GILLET, AND HON. SYLVESTER C. SMITH, REPRESENTATIVES FROM THE STATE OF CALIFORNIA, ACCOMPANIED BY MR. F. H. NEWELL, OF U. S. GEOLOGICAL SURVEY, AND MR. W. A. BEARD, SECRETARY OF THE SACRAMENTO VALLEY ASSOCIATION.**

The CHAIRMAN. Mr. Grunsky, the object of the hearing is in respect to House bill 17973, for making examinations and surveys for the location and reclamation and irrigation works for the storage, diversion, and control of waters arising or occurring in the valleys of the Sacramento and San Joaquin rivers in California and on streams tributary thereto, \$200,000. What do you offer in support of this proposition? I will ask you first if you are consulting engineer of the reclamation service?

Mr. GRUNSKY. Yes, sir.

The CHAIRMAN. Have these examinations and surveys been authorized by law?

Mr. GRUNSKY. These examinations have not been authorized, as it is proposed to have them authorized by passing the act that is now before you. The purpose of this is, as I understand it, to authorize the outlining of a general project for the great central valley of California, a project that would be of very great scope. It relates primarily to reclamation of lands that are now subject to overflow, by improving drainage conditions; also the reclamation of lands by irrigation.

The CHAIRMAN. The first question, however, to be considered is whether this committee would be authorized in having any legislative jurisdiction to make this appropriation, for the work for which the money is to be expended has not been authorized by law.

Mr. GILLETT. I think, as I understand it, that it is to increase the amount that the Geological Survey receives, which you appropriate for them every year—to simply increase the amount in an item in the bill—

Mr. SMITH. Do you know what item in the bill it would increase?

Mr. GILLETT. Mr. Newell has some knowledge in regard to that.

The CHAIRMAN. We want to fix the question of our jurisdiction. What item in the appropriation for the Geological Survey would this appropriation properly come under, Mr. Newell?

Mr. NEWELL. Under the item of gauging streams and determining water supply of the United States, under the heading of the Geological Survey in the current sundry civil bill.

The CHAIRMAN. Under this item:

For gauging the streams and determining the water supply of the United States, and for the investigation of underground current and artesian wells, and the preparation of reports upon the best methods of utilizing the water resources.

Why does this not come within the present reclamation service, and why can it not be paid out of the reclamation fund?

Mr. NEWELL. The reclamation fund, as at present apportioned by the Secretary of the Interior, requires that all the fund in the amount which will probably come to the Treasury until 1908 shall be used to build the works already authorized and which are already under construction. Any further works would necessitate cutting down or diminishing the work that is now being entered upon.

Mr. SULLIVAN. You are speaking of work authorized now which is to be paid for out of some fund other than the fund for gauging streams and determining water supply.

Mr. NEWELL. I am speaking of two matters. This item has authorized—

Mr. SULLIVAN. I am not speaking of this item, I am speaking of the work which is already laid down in the reclamation department. I am asking you if that work is not to be paid for out of some fund other than the fund which is used for gauging streams and determining water supply.

Mr. NEWELL. That work of the Reclamation Service is paid out of the reclamation fund. It is entirely distinct from the appropriation for the Geological Survey for gauging streams. They are entirely separate organizations.

Mr. SULLIVAN. Has there ever been any work of the character proposed in this bill which has been paid for out of the fund used for gauging streams and determining water supply?

Mr. NEWELL. Yes, sir. There is now being carried on in the State of California, in cooperation with the State, the measurement of streams and general surveys for future development of the arid lands under the item for gauging streams under the Geological Survey.

Mr. SULLIVAN. Is there any other case that you know of besides the one in California?

Mr. NEWELL. In each of the Western States other similar work of

gauging streams is being carried on, as well as in all the States of the East.

Mr. SULLIVAN. It strikes me that the two things are not identical in principle.

The CHAIRMAN. Let me understand, Mr. Newell. This work could be done under the present reclamation law, could it not?

Mr. NEWELL. It could be done in part under the law.

The CHAIRMAN. The present reclamation law authorizes this work to be done?

Mr. NEWELL. In part for the location of reclamation work for irrigation, but it does not authorize the full extent of work proposed by this bill.

The CHAIRMAN. What part of this work contemplated by this bill would not be authorized by the present reclamation law?

Mr. NEWELL. The control of the streams as it is related to the drainage of overflow lands, which is inseparably connected with the irrigation of the higher arid lands. The irrigation of arid lands is authorized by the reclamation act, but the coordinate work which is covered by this bill is not authorized specially by the reclamation act.

The CHAIRMAN. So much of this work then authorized by the reclamation act could be done under the authority of that act, and would be, but for the fact that the fund now known as the reclamation fund has been apportioned for other work, and this work will have to be delayed until new funds were received for that purpose.

Mr. NEWELL. Yes, sir.

Mr. SULLIVAN. Consequently, they would have it done under the item for gauging streams and determining water supply, out of the Treasury of the United States?

Mr. GILLET. Did you make an examination of the law passed last winter concerning the reclamation of the Sacramento Valley?

Mr. GRUNSKY. There was a law passed at the last Congress that authorized the appointment of Army engineers who were to pass upon the merits of the drainage project, and I think that the board has made some report. The State had acted in the matter, anticipating a direct appropriation by Congress, upon the assumption that only a small part of the total cost of the work should be borne by the landowners that were to be benefited by the work in large part. The benefit in the matter of drainage work, particularly in the Sacramento Valley, will benefit not alone the lands of the valley, but also other interests, such as municipalities.

The question in the Sacramento Valley is quite a complicated one, and what is now asked is to have the United States proceed in the Sacramento Valley in the same way that it proceeded in the matter of reclaiming arid lands, advancing money without interest—that is substantially what is being asked for. And the initial appropriation which is provided in this bill is to outline such a project in regard to that matter as may be properly presented to Congress for action.

I think I will clear up that matter a little if I read a letter addressed by me to the Director of the Geological Survey in connection with this matter.

Mr. SULLIVAN. I understand that none of the committee's questions are addressed to the merits of the proposition, but only upon the question of procedure and jurisdiction. In the legislation that you

spoke of, the act of Congress of last year, was there an appropriation carried in the bill?

Mr. NEEDHAM. That was a river and harbor item; it was a provision in the river and harbor bill that provided for this examination.

Mr. SULLIVAN. Was an appropriation carried with the legislation?

Mr. NEEDHAM. There was no appropriation, I think.

Mr. SULLIVAN. Out of what fund was it paid?

Mr. NEEDHAM. The Government made this examination; I don't know just how they were paid.

Mr. SULLIVAN. Then it was simply for making a survey?

The CHAIRMAN. The question in my mind is whether this is a river and harbor improvement, or an improvement which comes exclusively under section 2 of the reclamation act. In either case this committee would not have jurisdiction or authority to make the appropriation. If it comes under the reclamation act the expense of making the improvement will have to be paid out of that fund.

Mr. GRUNSKY. That work will be on similar lines to the work that is being done under the reclamation act. There is no question about that.

The CHAIRMAN. In your judgment is this the fact: If there was money in the reclamation fund sufficient to do the work that you now seek to have done, and to be paid for out of this appropriation, could it be done and paid for out of that fund?

Mr. GRUNSKY. Not without some further action by Congress. The reclamation act was passed for the purpose of reclaiming arid Government lands, and the provisions of the act were extended to lands privately owned; but to make the act applicable in a case similar to that of the Sacramento Valley, where all lands are privately owned, it would have to be modified in some features. It would be necessary to distribute the benefits in a different way from the distribution that is now authorized by the reclamation act. So it becomes, in fact, a somewhat novel proposition.

The CHAIRMAN. Section 2 of the reclamation act says:

That the Secretary of the Interior is hereby authorized and directed to make examinations and surveys for, and to locate and construct, as herein provided, irrigation works for the storage, diversion, and development of waters, including artesian wells, and to report to Congress at the beginning of each regular session as to the results of such examinations and surveys, giving estimates of costs of all contemplated work, the quantity and locations of the lands which can be irrigated therefrom, and all facts relative to the practicability of each irrigation project; also the cost of works in process of construction as well as of those which have been completed.

Mr. GILLET. That is what we want to do in the Sacramento Valley. We want the surveys made. The State of California at the last session of its legislature appropriated \$50,000 to assist the work of the Government, and we want those surveys made and the sites located.

Mr. SMITH. Is this for the purpose of irrigation or for the purpose of drainage of swamps or overflowed lands?

Mr. GRUNSKY. It is both. The two are interwoven.

Mr. SMITH. In this location it is a question of draining swamp lands—protecting lands from overflow, largely, is it not?

Mr. GRUNSKY. That is largely the case. I may state in that connection that an estimate was made by myself and Mr. M. Manson, acting as consulting engineer for the commissioner of public works in 1894, in which our estimate of cost for the main features of the

work of reclamation, protecting swamp and overflow lands, was in the neighborhood of \$9,000,000, showing that that alone is a large project.

Mr. SMITH. In your statement a moment ago you said this was substantially like an irrigation plan. As a matter of fact, in the debates upon the irrigation bill, one of the chief grounds of objection to the bill was that there would be only a few sessions of Congress before parties would be here asking not for the use of the reclamation fund, but for money from the public Treasury for the purposes you mention. This is a distinct departure from the plan of the irrigation law in that it seeks to take money derived by taxation of the public for this expense, and not from the proceeds of public lands under the irrigation law.

Mr. GRUNSKY. That would be the case. We would ask for a specific appropriation to make the examination, outlining the project which, if favored by Congress, would hereafter be authorized; and if authorized it would involve the setting apart of money for the purpose of carrying it out. Whether that money is obtained by setting apart some specific revenue for the purpose, or is a direct appropriation from the moneys in the United States Treasury, would amount to about the same thing.

Mr. SMITH. It was not thought in Congress that it amounted to the same thing when the irrigation law was passed. Then we ought to face the fact that we are making a radical departure in entering upon the business of appropriating money directly from the Federal Treasury for drainage and irrigation projects, if we enter upon this.

Mr. TAYLOR. It is clearly not within the jurisdiction of this committee upon the statements made by you, Mr. Grunsky.

Mr. GILLET. I would like to make an explanation there. I understand that the work which has been done in the Sacramento Valley with this money has been largely from funds appropriated for the use of the Geological Survey. To hasten the work which they are doing, the State of California appropriated at the last session of its legislature \$50,000, which is now being used in connection with the Government in carrying that work on. They are making a topographical survey of that country now, and they are as far as Suisun Bay. The work has been going on, and this Congress has been paying the money for it, for the establishment of irrigation work and the protection of overflowed lands.

All this money will be used as money is being used to-day and has been used for a number of years by the Geological Survey in surveying the Sacramento Valley, and they are surveying it now and have engineers there. It will enable them to put in the field a larger number of men, and to make the survey more complete.

The CHAIRMAN. Have you any data to show the ultimate cost of the improvements?

Mr. GILLET. I think Mr. Newell, who has been connected with that work, has been doing the work, can state.

The CHAIRMAN. Can you give us, Mr. Newell, an approximate idea of what the ultimate cost will be to carry out this work—to complete it?

Mr. NEWELL. The estimated ultimate cost will run to about \$20,000,000. We estimate that about 1,000,000 acres of land ultimately will be reclaimed, both by irrigation and drainage.

The CHAIRMAN. Government land?

Mr. NEWELL. Mostly land in private ownership, practically all of it, at a cost of about \$20 per acre. That involves the storage of water at the heads of streams, impounding at lower points where possible, and the diversion of water from the present flooded area.

Mr. SULLIVAN. I want to say that this act of Congress of last year, which has been called to my attention, provided for the appointment of three engineers of the Army, who were to make a general examination of the Sacramento, the San Joaquin, and Feather rivers, and their tributaries. These rivers have been overflowing, and the purpose of it was to consider what, if anything, the United States can or should do in conjunction with the State to improve the navigation of those rivers and their tributaries. It would seem to relate solely to navigation, and carried no appropriation.

Mr. TAYLOR. It belongs to the River and Harbor Committee.

Mr. SULLIVAN. This is an independent proposition.

Mr. NEEDHAM. Navigation is, of course, one feature of the whole project.

Mr. SULLIVAN. I am afraid we are getting navigation, reclamation, and irrigation somewhat confounded.

Mr. NEEDHAM. They are absolutely inseparable. The Government could not improve the navigation without indirectly helping the reclamation of land. If you store the water above you will naturally have it for irrigation.

Mr. SMITH. Does this report of the Army board say that these rivers are valuable for navigation purposes?

Mr. NEEDHAM. They are navigable streams.

Mr. SMITH. So is the Missouri River, but they do not give us any money for improvement of navigation.

Mr. NEEDHAM. Oh, yes; it is carried right along in river and harbor bills.

Mr. SMITH. Are those rivers in California in fact navigable for any considerable distance.

Mr. NEEDHAM. Oh, yes; for 200 miles, I think.

Mr. GRUNSKY. About 200 miles.

Mr. SMITH. Can you gentlemen find that report and send it to us?

Mr. GILLET. I would like to have Mr. Grunsky complete his statement in regard to this matter.

Mr. GRUNSKY. I hope I have not thrown any doubt upon the fact that work of this kind is within the scope of Congress to authorize, and to authorize in the way in which river measurements and work of that kind has been authorized in the past.

The CHAIRMAN. There is no doubt but what Congress may authorize it, but the question is whether this committee could authorize it.

Mr. GRUNSKY. I would like to have incorporated in the record this letter, which I directed to the Director of the Geological Survey on January 16, 1906 [reads]:

HON. CHARLES D. WALCOTT,

*Director of the Geological Survey.*

JANUARY 16 1906.

SIR: In response to your request for my views on the resolutions adopted by the California Miners Association at its annual convention recently held at Nevada City, Cal., I desire to say that the swamp and overflowed lands of the State of California were ceded to that State by the United States in 1850 for the purpose of reclamation. These lands in California, as in other States,

were disposed of to private parties under laws intended to encourage their drainage and reclamation, either by individual owners or by a corporation of owners under district organization when a number of tracts owned severally appeared susceptible of reclamation by one system of works.

Under these laws attempts to reclaim lands along the larger rivers have been mainly directed to the construction of embankments or levees, which serve as barriers to the spread of the water. Protection work of this character has generally been constructed at the sole expense of landowners. Some State aid has been extended, as in California, and in some cases, as along this Mississippi River, the work done by the United States has been a material feature of the land-protection work. The measures thus far provided have led to only partial success. Proper attention has rarely been given to the drainage problems. The works for local benefit have gradually restricted the natural waterways and submersible areas, and this reduction of waterway, which has in some cases been aggravated by other causes, has forced the flood plane above its original height and has added to the difficulty and expense of further land protection.

This is the situation in California at the present time. The natural main drainage lines, though reenforced by levees, are inadequate to carry the floods to the sea. Hundreds of thousands of acres are still submersible at ordinary flood stages, and other hundreds of thousands of acres, though in a measure protected, are subjected to dangers which make their cultivation possible only at a great risk. These lands are all privately owned. It is not a question of improving a part of the public domain.

Harmonious action by the landowners has in the past been out of the question, mainly due to the vastness of the areas which should be included in single drainage projects. Those who believe themselves favorably located prefer a partial protection, according to their own ideas and at their own expense, to a participation in one comprehensive project. Disasters have been so frequent under this system that efforts are constantly being put forth for relief. One project after another has been suggested, but thus far without satisfactory result. There seems to be general agreement that the main difficulty lies in harmonizing conflicting ideas relating to the best course of action.

It seems reasonable that rivers, such as Sacramento River, which lie entirely within a single State, should be entitled to the same consideration by the Federal Government as the rivers, such as the Mississippi, which are interstate streams, and it would be eminently appropriate and proper for Congress to adopt the same general plan of treatment for rivers of the former class, thereby aiding and facilitating the work of land reclamation.

The impression seems to prevail among the interested parties in Sacramento Valley that the United States may, upon a further investigation, undertake a plan of river rectification on a larger scale than contemplated in the past, which, while improving the navigability of the waterways in Sacramento Valley, will at the same time fit in with a general drainage project and materially reduce the cost thereof.

The view that further investigation, looking to a broader treatment of the question, is justified led Congress to include in an act approved March 3, 1905, the following:

"The Secretary of War is hereby authorized and directed to appoint a board, consisting of three engineers of the United States Army (one of whom shall have had experience on the Sacramento River and two on the Mississippi River), for the purpose of making a general examination of the Sacramento, San Joaquin, and Feather rivers, California, and their tributaries, and of consulting with any engineers, commissioners, or officers who have been appointed by the State of California, to determine a method of controlling the overflow of said rivers and their tributaries with a view of considering what, if anything, the United States can or should do in conjunction with said State to improve the navigation of said rivers and their tributaries, and the probable cost to the United States of such improvement."

The Sacramento drainage district has been formed by legislative enactment, approved March 20, 1905. The law creating this district, in making provision proportioned by benefits conferred, conditions this assessment upon a contribution by either the State of California or the United States, or by both.

By suitable authority "the proportion to be borne by said district and the State, respectively, of the cost of constructing and completing the works" is to be determined. No part of the district assessment "shall be called in or collected until the State of California and the Government of the United States,

or one of them, shall have made an appropriation or other legal provision for the payment of the balance of the sum to be expended jointly with said district in performing the work according to the plans recommended by the said report of said engineers, or such supplemental, amended, or other plan as may be approved by the State board of examiners." The report here referred to is the report of Engineers T. G. Dabney, H. B. Richardson, H. M. Chittenden, and M. A. Nurse, filed with the commissioner of public works of California on December 15, 1904.

Whatever is done by the United States or by the State for the amelioration of conditions as now prevail in the submersible areas adjacent to such rivers as the Sacramento River will result primarily in direct and material benefit to the owners of the land. It will result in indirect financial benefit to the State and to the United States, and in general benefit to the nation, by adding to the resources of the country.

The report of the board of engineers, which has been authorized, as above stated, may lead to an appropriation by Congress which can be used in the construction of works for the improvement of drainage and navigation in Sacramento Valley. If it does, and if by such means the drainage district is enabled to make progress along the lines marked out by the State law, there will be no call from the Sacramento Valley for such assistance in the matter of drainage as it is believed could, with benefit to all concerned, be extended if Congress should pass laws for reclamation by drainage similar in their scope to the reclamation act.

But in the other event further aid from the United States will be sought, and the time will soon be at hand when a course of action in such cases must be definitely marked out.

A wise, sound, and safe policy to be adopted by the United States in cases where land is to be reclaimed by drainage would be to assist—

First. By outlining drainage projects and supervising their execution.

Second. By advancing the funds required for the execution of each approved project, all money thus advanced to be returned to the United States Treasury in a series of years upon completion of the project.

Third. By waiving interest on money invested by the United States in such reclamation work.

The fundamental principle should be that the cost of reclaiming lands and protecting property from damage by floods should fall upon the land reclaimed and upon the property protected in proportion to the benefits conferred.

Action by the United States in any special case, if such a policy be adopted by Congress, presupposes request by the land owners for such action. No project should be carried out without a satisfactory pledge that the cost of the work will be returned to the United States within twenty years. Under such conditions as prevail in the Sacramento Valley the reclamation work by irrigation might well be united with that of drainage, but the work there would be of so much magnitude and should be carried forward with such energy that the utilization of the reclamation fund for this purpose is entirely out of the question. The fund has already been allotted practically to its limit.

The attention of Congress might, therefore, with propriety at this time be called to the benefits which would result from a law substantially on the lines of the reclamation act, authorizing drainage projects to be examined and work for drainage to be constructed. Suitable provision should be made in such a law for combining irrigation work with drainage so that comprehensive drainage and irrigation projects, similar to that for Sacramento Valley, would be within the scope of the law.

It will then be for the property owners of Sacramento Valley to determine whether, all circumstances considered, they should rely upon the district system for an amelioration of the drainage conditions, or whether they should conform to the prescribed regulations and requirements and let the work be carried out by the United States Government.

The reclamation fund, as above stated, is not available for work of this character, not even for preliminary examinations and surveys which must precede the approval of any project. In any law which Congress may pass to facilitate land reclamation by drainage, provision should, therefore, be made for setting apart a special fund to meet the cost of the reclamation work on approved projects.

If such a law be enacted, it should authorize the Secretary of the Interior to make necessary examinations and surveys, and should place at his disposal a sum immediately available not less than \$200,000 for this purpose.



If drainage works are to be carried out in Sacramento Valley on the lines now approved by State authority under cooperation of the United States, the State and the drainage district, then at the proper time the problem of disposing of mining débris on some of the overflowed lands of the valley may properly be called to the attention of the engineers who pass the final plans of the required works.

If, on the other hand, Federal authorities are put in sole charge of the work, then the examination of any comprehensive Sacramento Valley project would necessarily be extended to and would include all such features as the delivery of mining débris upon the basin lands of the valley.

Very respectfully,

C. E. GRUNSKY, *Consulting Engineer.*

MR. SMITH. Have you read the report of the army board appointed under the river and harbor bill of last year?

MR. GRUNSKY. I have not.

MR. SMITH. Were you advised that according to this report the question of navigation is not in any way involved excepting as may be necessary to readjust the navigable facilities to meet the changed conditions by the reclamation work?

MR. GRUNSKY. That is assumed; the problems are interlocked to a certain extent.

MR. SMITH. I am asking you if you do not know that the report shows that they were interlocked?

MR. GRUNSKY. I do not wish to comment on the report, because I have not read it.

MR. SMITH. The army board reports that navigable facilities are employed sufficient for all commerce upon these rivers, that there is no necessity for improvement for purposes of navigation, and will be none in fact unless the reclamation service established by the States should be of such a character as to impair navigation, and thereby require the improvement of navigation to meet changes that might be made in the reclamation service.

MR. GRUNSKY. That is exactly the point I wish to cover, that a project for the improvement of drainage as outlined necessarily affects the drainways of the valley, and these drainways are navigable streams; therefore the two matters are interrelated.

MR. SMITH. There is a relation between them; but what I wanted to get before you is the distinguishing feature that there is no necessity whatever for the reclamation service in order to improve navigation. The navigation is already satisfactory, and the only thing that would make the Government have any interest in it from the question of navigation would be that if the State or somebody else should erect some reclamation service that would impair the navigation, then it might be necessary for the Government to meet those changed conditions. But under existing conditions there is nothing the matter with the navigation.

MR. GRUNSKY. What is proposed now is improvement of drainage and irrigation, not the improvement of navigation.

MR. SMITH. I would like to put in the record the following extract from the report of the army board appointed under the river and harbor bill of last year. (Reads:)

In making recommendations the Board feels constrained by the explicitness of its instructions to confine itself to reporting on "what, if anything, the United States can or should do in conjunction with said State to improve the navigation of said rivers and their tributaries." After a careful considera-

tion of the question, and in view of the foregoing, the Board believes that whatever course the Federal Government may find desirable in the way of assisting the State and landowners in their very large and important problems of reclamation and flood control, such assistance should not be based on the needs or requirements of navigation, as the maintenance of the present favorable conditions seems all that is warranted by the present commerce, and all that seems required for some years to come. The Board also believes that whatever work is necessary for the benefit of navigation can and should be done independently of reclamation work or that of flood control, and to supplement it only, as in this way economy of expenditures and direct application of funds can be most certainly secured. The execution of the State's most recent project for reclamation, while desirable for the State and many of its people, is not now required by the interests of navigation, and such improvement work as is required solely for navigation and commerce can best be accomplished by independent work under Congressional appropriations, as heretofore.

Mr. GRUNSKY. I did not know in what language the Board had reported.

Mr. SMITH. So that if an appropriation is to go in, it must go in with a distinct understanding that it is not for the purpose of aiding navigation, but as a preliminary step either to Federal improvement of the flooded and overflowed conditions, or to aiding the States or other authorities in improving such conditions.

Mr. GRUNSKY. That is what it is asked for; and the navigation, as I understand it, was not referred to in connection with the request for an appropriation at this time, because that request was for the purpose of outlining a project for land drainage and irrigation.

Mr. SMITH. You referred in the letter which you have just read to the improvement of the Mississippi River. Isn't it a fact that the Government has always refused to make any improvement of the Mississippi River for the primary purpose of protecting adjacent lands; but that all improvements had been, at least professedly, made for the improvement of navigation; and the improvement of adjacent lands has been incidental?

Mr. GRUNSKY. That is, I think, one of the provisions that has been put in almost every law making provision for the Mississippi River improvements.

Mr. SMITH. Are you at all familiar with the conditions in the Missouri Valley?

Mr. GRUNSKY. Only to a slight extent from personal observation.

Mr. SMITH. You are aware that the Missouri River ceaselessly cuts its banks and destroys vast areas of highly valuable arid land in that way. It has been the settled policy of the Government to refuse to appropriate anything for years for the protection of the banks of the Missouri River, has it not, excepting right at cities?

Mr. GRUNSKY. So I have understood it to be.

Mr. SMITH. So that if this project is entered upon now it not only involves a departure from the rule that the reclamation service is to be paid for out of the income from public lands, but it also involves another departure in that we are entering upon the improvement of private lands as a primary object in place of the improvement of navigation?

Mr. GRUNSKY. I don't think the cases are quite comparable, because what was expected to be accomplished under the law of last year was to so present the case that Congress would make direct appropriations for the Sacramento Valley. What is asked for at this time is to take the initial step toward a project under which the United States will

be no contributor to the project except to assist in carrying it out; that the money set apart for the purpose will not be in the sense of an appropriation, but will all be repaid to the United States.

Mr. SMITH. Isn't that an entire innovation to do that for private lands out of anything excepting the reclamation fund?

Mr. GRUNSKY. For the present time it is only authorized in the reclamation act.

Mr. SMITH. The Missouri River valley is, much of it, swamp lands, ceded to the States just like the Sacramento Valley was ceded to the State of California.

Mr. GRUNSKY. There may be conditions there that would justify aid to that locality also.

Mr. SMITH. Those people are now taxing themselves millions to drain this land, and they have never been able to get assistance from the Government. I want to know if it is not an entire innovation for the Government to enter upon the project of aiding in the drainage, protection against erosion, or protection against overflow.

Mr. GRUNSKY. It seems to me that it would be perfectly legitimate aid to extend in any worthy case by reclaiming lands that are subject to inundation, in the same way that the reclamation of lands that require water are being reclaimed by irrigation.

Mr. SMITH. I am not asking whether it would be a feasible enterprise. You know of no case outside of the procedure under the irrigation law where the Government has expended any money primarily for the protection or redemption of private lands, do you?

Mr. GRUNSKY. I know of no case where money has been expended for the drainage of private lands by the United States.

Mr. SMITH. Or their protection against overflow?

Mr. GRUNSKY. Or their protection against overflow; that is correct.

Mr. SMITH. Or against erosion?

Mr. GRUNSKY. I know of no case.

Mr. SMITH. So that we want to go into it with the distinct understanding that it is an innovation.

Mr. GRUNSKY. But not an innovation of the character indicated by your question, because the innovation would be in extending aid and advancing money that will come back into the Treasury. It is facilitating work that private individuals would do if the project—

Mr. TAYLOR. Loaning money without interest.

Mr. GRUNSKY. Yes, and without interest in those cases where the interests are so vast and so complicated that harmony of action can not be obtained in any other way than by means of Federal aid.

Mr. SMITH. I think you regard the use of the word "innovation" as implying something wrong. It is a new departure, is it not, for the Government to expend money directly for purposes of reclamation?

Mr. GRUNSKY. It is new, in the substitution of the word "drainage" for "irrigation." It is reclamation of land, just the same as the reclamation of arid lands by irrigation is reclamation.

Mr. GILLET. The word "drainage" is not used in that bill.

Mr. SMITH. We understand what the purpose of this is. The irrigation scheme has been always put in operation in regions where there was also Government lands.

Mr. GRUNSKY. That was the primary intent of the law, to reclaim

the public domain. But the law authorizes the extension of the benefits of the reclamation act to lands privately owned.

Mr. SMITH. Provided the people would agree to pay the proper amount upon their lands.

Mr. GRUNSKY. True, and that should be the condition imposed for any reclamation by drainage.

Mr. SMITH. But is that possible with drainage? If you put an irrigation plant in, a man can not get water unless he pays the amount fixed by the Government, and if you take the water away from him he does not have to pay anything unless he wants to.

Mr. GRUNSKY. I think that some satisfactory pledge could be exacted from the property benefited.

Mr. SMITH. This is in no case exacting a pledge. How could you hold the water unless you build the dam?

Mr. GRUNSKY. The two cases are not parallel.

Mr. SMITH. And it would be very much more difficult to enforce this than the other.

Mr. GRUNSKY. It is more complicated; the benefits would not be the same.

Mr. SMITH. You could not avoid draining his land, could you? If a man said that he would not pay, you could not avoid draining his land, could you?

Mr. GRUNSKY. The land would be drained or protected whether he paid or not, but the pledge would be the same.

Mr. SMITH. How can you secure a pledge in that region; we have no power to improve lands in the State of California?

Mr. GRUNSKY. The first thing would be to bring out the difficulties of the act.

Mr. NEEDHAM. Also simply this, that it is in the line of experiment by the United States; and let the question of whether the Government should go into the other proposition of voting money be a subsequent proposition.

The CHAIRMAN. Mr. Newell, we will now hear you.

Mr. NEWELL. I was requested to come by Mr. Gillett to make any general statement which might be asked for by the committee, and to call attention to the magnitude of the problem involved, that it is a very large piece of work which is proposed.

The CHAIRMAN. How much land do you estimate could be reclaimed?

Mr. NEWELL. At least one million acres of excellent land is involved.

The CHAIRMAN. Practically all of which is owned by private parties or by the State of California?

Mr. NEWELL. Yes, sir.

The CHAIRMAN. Do you estimate that it would cost \$200,000 to make a survey?

Mr. NEWELL. The preliminary estimate for the making of the survey is placed at \$200,000. That involves surveys of reservoir sites, the examination by the diamond drill for the foundations to determine the character of the site, and the running out of lines for canals both to bring water to and take it away from the land, as well as the location of lands for dikes or levees.

The CHAIRMAN. This contemplates doing everything that is neces-

sary preliminary to the beginning of your actual work, the reclamation and drainage and control of the overflowed lands; everything necessary or preliminary to the beginning of actual construction?

Mr. NEWELL. Yes, sir.

The CHAIRMAN. Don't you think, Mr. Newell, that that being the case, the first thing that ought to be done, before spending that amount of money, would be to have authority—Congressional authority—for doing the work for which these preliminary surveys are to be made?

Mr. NEWELL. That is a question of procedure, to find out whether we can do it. The physical facts seem to be more important.

The CHAIRMAN. Have you not sufficient knowledge now—has not the Geological Survey sufficient information—to enable it to determine whether the physical facts with respect to this locality, and the conditions there, are such as to justify or make the project a practical one without this survey?

Mr. NEWELL. To a certain extent, yes; and yet there are certain details which can only be ascertained now by careful examination, and one of these is ascertaining the facts whether the people who now own the land are in an attitude to make agreements binding, as a body, to carry out any such proposition.

The CHAIRMAN. Isn't that the business of the State of California rather than the business of the Government, whether these people would be willing to submit to the burden of taxing of their property for the purpose of reimbursing the Government?

Mr. NEWELL. To do that we must know the physical facts to such an extent that we can tell them definitely what they may expect. A man will want to know whether he must pay \$30 or \$40 an acre for that reclamation. Now we can not tell him that. We must have physical facts to a larger extent than we now have to tell him that. We must tell him certain things, we must give him certain facts, we must get down to a definite statement—man-to-man, community-to-community statement—to tell them—

The CHAIRMAN. Don't you think that it is the business of the State rather than the Federal Government, inasmuch as these are all private lands owned by citizens of the State, to put the Government in possession of such information as to make it absolutely certain that the scheme is not only practical, but that the people who own the lands will assist in carrying it out upon the lines suggested, their contributing for the purpose of refunding the Government?

Mr. NEWELL. That is a question of policy which you gentlemen alone can determine. I, as an engineer, look at it from the standpoint of where to go to work; and if we are to go to work, we must have funds provided.

Mr. TAYLOR. Isn't that a question that any civil engineer outside of Government employ should determine?

Mr. NEWELL. Any qualified engineer could determine it if he had past knowledge and experience in dealing with affairs of that kind.

Mr. TAYLOR. You mean that the civil engineers of the country would not have the preparation that those of the Geological Survey have, or its officers?

Mr. NEWELL. The ordinary civil engineer who has dealings with corporations and with State governments, would be certainly handi-

capped, because there are a great many obstacles in current practice under federal law, and in practice with respect to this particular work, which he does not know.

Mr. TAYLOR. I am referring to the physical characteristics of that section of the country.

Mr. NEWELL. The physical characteristics could be determined by any well-qualified engineer.

Mr. TAYLOR. That is what this examination now amounts to, this proposition—to find out the physical characteristics—the business proposition.

Mr. NEWELL. To my mind it also involves the interrelated question of dealing with the communities, because they are so tied in with the same men who must know how to report upon these matters, which involves incidentally the interrelations of property and questions of policy.

The CHAIRMAN. Mr. Newell, as I understand the proposition it is this: Here is an improvement which will ultimately cost in the neighborhood of twenty million dollars or twenty-five million dollars, all of the benefits of which will accrue to citizens of California—to the State of California—to the extent that its citizens will be benefited, and to the extent that the lands which the State now owns will be benefited.

In order to carry on that project the scheme contemplates that the Government of the United States will furnish the money with which to complete the project, and rely upon the people whose lands are benefited, and upon the State, to refund the Government the money in a certain number of years. Now, in view of the fact that all of the benefit is derived by the State of California and its citizens and that no direct benefit will come to the Government of the United States, is it not the business of the State to first go to the extent of demonstrating to Congress that the scheme is practicable, that it can be carried out, and that the citizens who will be benefited will cooperate in the way in which the State proposes to carry on the project, to construct it, and to refund to the Federal Government the amount of money which they ask the Federal Government to advance?

Mr. NEWELL. That, Mr. Chairman, is simply a question of policy that you gentlemen should determine; and, as contributing to that, I may say that the State of California has tried for a quarter of a century to do something of this kind, but up to the present time it has not succeeded.

The CHAIRMAN. Why has it not succeeded; because of division of opinion among the people of the State as to the practicability of it, or because of the expense that would be incurred in the preliminary work in order to enable the State to inform the Federal Government that it would be able to carry out the project by cooperation of the citizens owning the land?

Mr. NEWELL. Because of the magnitude of the problem, and the fact that the Government has not had, up to the present time, a settled policy in regard to forest reserves at headwaters through which the waters run; and the policy of water storage which is involved with the forest conservation. It is one of the great problems, involving an area larger than some of the eastern States, which up to the present time the States and the local officials have not been able to

handle. It is believed that if anything can be accomplished in the near future it can only be done through Federal experience in similar lines.

The CHAIRMAN. The magnitude of the problem that I speak of is not so great, for it is merely the problem whether it is practicable, and whether it can or can not be carried out, by reason of the cooperation, or failure on the part of the people to cooperate. The expenditure which is contemplated, or the amount which it will cost, as stated, is \$200,000. That would be the magnitude of the project, including the survey of the irrigation works and the drainage canals. The total cost would be \$200,000 in order to determine that this thing could be carried out. And then comes the project itself, and its completion, the question as to whether or not the Federal Government could be induced to cooperate by advancing the money for the purpose of completing the work.

Mr. NEWELL. The question as to whether the State or local authorities should raise the \$200,000 to spend of course can best be answered by the Representatives from the State of California.

Mr. GILLET. I want to say that the United States Government has been making for some time, and is making to-day, the very survey that we are asking to have made; isn't that true, Mr. Newell? Have you made surveys in that valley?

Mr. NEWELL. We are carrying on in part those surveys.

Mr. GILLET. And also reservoir sites have been already fixed?

Mr. NEWELL. Under the appropriation for topographical surveys, and for gauging streams, that work is being carried on and will be carried on as long as appropriations are made.

Mr. GILLET. Has not the State of California volunteered to assist in this work?

Mr. NEWELL. The State of California is contributing \$50,000 to that work.

Mr. GILLET. And that has been turned right into the hands of the Government free to be used?

Mr. NEWELL. On the basis of equal cooperation.

Mr. GILLET. We are putting up money and giving it to them because we believe it is best to get together one great uniform plan; and if the scheme is not a feasible one, then Congress can turn it down. Do they have irrigation schemes throughout the West for operation upon property to be irrigated by private individuals?

Mr. NEWELL. In each of those cases the people must themselves agree in advance to come in under the terms of the act and give what is virtually a mortgage on all of their property to carry out the payments which are required by law. That is something which they must do before we will act.

The CHAIRMAN. That is controlled by the Government in this way, is it not? If they don't do that they can not get any water.

Mr. NEWELL. Yes, sir; we will not begin the actual work until they do it.

The CHAIRMAN. If the work is begun, if the land is owned by private parties, the Government limits the amount of land that it will furnish water for, and if the people do not agree in advance to pay the Government, they do not get any water at all.

Mr. NEWELL. And shut off the water.

Mr. GILLET. The Government will not commence the work until they agree to pay for, or mortgage the land for, that purpose.

Mr. SMITH. Does your contract provide that if the work is completed and they do not keep up their payments, that you can shut the water off?

Mr. NEWELL. Yes, sir.

Mr. GILLET. It is nothing new. It is being done in other parts of the country where there is private ownership.

Mr. TAYLOR. In the one case the Government owns most of the land, practically all of it; and the private ownership is incidental and they could not reclaim the Government lands without also reclaiming the private lands, so it has enforced the private owners to pay for whatever benefit they get. In this case practically it is all private land; the Government has none.

The CHAIRMAN. The surveys which have thus far been made by the Geological Survey of these valleys have been paid for, you say, out of the appropriation for gauging streams and determining water supply and topographical surveys?

Mr. NEWELL. Yes, sir; to carry on a systematic work of mapping the entire United States and measuring its streams. That work, as applied to that particular valley, will extend over a great many years, because the area is as large or larger than the State of Massachusetts.

Mr. SMITH. Will this \$200,000 complete the survey?

Mr. NEWELL. That is what we estimate.

Mr. SMITH. When you say complete the survey do you mean completing the detailed estimates of all the cost of reclaiming?

Mr. NEWELL. That is what is anticipated.

#### STATEMENT OF MR. W. A. BEARD, SECRETARY OF THE SACRAMENTO VALLEY ASSOCIATION.

Mr. BEARD. Gentlemen of the committee, I represent directly communities that are especially interested in this matter, and I would like to tell you some of the conditions that prevail there and explain why we consider it necessary to have this work carried on by the Geological Survey. And I think it would be worth while to go back very briefly and review this cooperative work with the Geological Survey, for your information.

Six years ago the association of which I am the secretary, and which is an association of the counties of the Sacramento Valley, learned of the arrangement whereby cooperative work is carried on with the Geological Survey of the United States. We learned that the Survey is making a complete survey of the United States—mapping it—and that the character of that work is such that it would be very valuable to us in planning irrigation works. So we set ourselves in motion to induce the Geological Survey to undertake these surveys in the valley of the Sacramento. We had found that they did that kind of work through cooperation, financial cooperation, and we therefore raised money by subscription to cooperate with the Geological Survey in that way in the first preliminary work, which was in the Stoney Creek Basin in the west side of the valley.

Since that time the State of California has been interested in this subject, and we have secured two large appropriations for carrying



on this cooperative work with the Geological Survey. I understand that money is turned over to the Geological Survey—is not that so, Mr. Newell?

Mr. NEWELL. Yes, sir.

Mr. BEARD. We are coming to you at this time for this special appropriation, not because we want at this time to commit you to this larger proposition, but we want these surveys carried on faster than they are now being carried on, and we want to be in possession of the facts. Whatever scheme may eventually be decided upon as the proper scheme for settling our difficulties there, it must be founded on a basis of facts, and we are asking the Geological Survey now to determine for us those facts. The people there and the State are very much interested, because it is a very great problem.

Our problems are two—irrigation and drainage—and they are very closely associated together. Our impelling need is our reason for coming to Congress to ask that this work be hastened.

The Sacramento Valley, as Mr. Gillett has told you, and the San Joaquin Valley, 400 miles in length, are the wheat-producing district of California—a land of great wheat ranches, of which you have probably heard, and which perhaps some of you have seen; large tracts under single ownership. Our land there will not stand the methods under which those tracts have been operated, and the result is that the yield is decreasing continually. Out there you can drive for miles and miles past continuous wheat fields without passing a single residence. It is a country that is cultivated, but very sparsely inhabited.

It is a country of great capabilities, and it can support a population of millions, and because of that we think it is a matter of interest to the Government of the United States, and we ask you at this time to determine the facts upon which we can work out a scheme that will make that vast territory available for homes for the American people.

Mr. TAYLOR. How much is spent yearly for that purpose, not by the State of California alone, but by the Geological Survey and the State of California in cooperation in making that investigation?

Mr. BEARD. I will ask Mr. Newell to reply to that.

Mr. NEWELL. In topographic surveys, a portion of which are in the San Joaquin and Sacramento valleys, \$25,000 is appropriated biennially.

Then in gaging streams, which also includes other portions of the State, \$15,000 is contributed biennially; the United States contributing an equal amount with the State of California in these cooperative surveys, incidently bringing in this question of the San Joaquin and Sacramento valleys. That is one of the many problems covered by the hydrographic and topographic work.

Mr. TAYLOR. How long under this system of cooperation which you have now would it take to make a full examination and survey?

Mr. NEWELL. At the rate it is now going on it would take about twenty years, because a large amount of work is done in other portions of the State of California. Of course it is a very large State.

Mr. SMITH. It appears in the hearings concerning the Geological Survey that those States that thus cooperate have been favored as against those that do not cooperate, and the result is that the funds appropriated for the Survey already are diverted to those States

that did contribute a part, and the States that did not contribute are being robbed of their share of the funds.

Mr. BEARD. Do you not believe in helping those who help themselves?

Mr. SMITH. Yes; but the Geological Survey is being utilized in investigations which tend to open up vast new territories to settlement, whereas in lands that are settled it would not operate. If we give you this money, in view of this policy, should we not provide that it should not be available unless the State of California agreed to refund the amount expended by the Government within three or four years? If we did that, would you feel that that was unfair to you under all the circumstances, in view of the fact that you are taking money away from the rest of the country, and that the money is being diverted to those States that cooperate to the exclusion of those that do not cooperate?

Mr. BEARD. I would really prefer that Mr. Gillett, who is handling this bill, should answer that question.

Mr. GILLETT. What is that?

Mr. BEARD. The gentleman asks me what our attitude would be as to a requirement or provision whereby the State of California should refund the one-half of this expense.

Mr. GILLETT. I think the State of California stands ready to render any assistance possible. It has always done so. We put up \$35,000 annually—

Mr. BEARD. Fifty thousand dollars—

Mr. GILLETT. For the survey of California.

Mr. NEWEL. Thirty-five thousand dollars goes to the hydrographic and topographic survey. Then an additional amount goes to forestry.

Mr. GILLETT. I think it would be safe to do that. The State would take it up at the next session of the legislature. We are interested in it.

Mr. BEARD. The past history of the State in this matter would justify the assertion that they would do it.

Mr. SMITH. I was calling attention to the fact that the Geological Survey, under the present practice in this regard, discriminates in the distribution of its money in favor of those States that do contribute, and thereby diverts the money that belongs to the other parts of the country to those parts that do contribute.

Mr. BEARD. They are procuring this mapping of the United States at one-half of the cost that would be required otherwise.

Mr. SMITH. Yes; and if the United States would map the Cordillera Ranges it would be more useful.

The CHAIRMAN. It is useful to the people of that State, but I question whether we ought ever to have started on that as a matter of cooperation.

Representative S. C. SMITH, of California. I think the statement is rather broad that the reclamation fund is being diverted.

Mr. SMITH. I am talking about the Geological Survey fund; not the reclamation fund.

Mr. SMITH, of California. You are not talking about the reclamation fund?

Mr. SMITH. No; but the Geological fund.

Mr. BEARD. Agriculture in the interior valleys of California is suffering from lack of water, and farming areas there will have to be

abandoned unless we get relief; and it is essential that a plan be worked out by which our people can cooperate.

There is a territory 400 miles in length, larger than a number of States in the Union. The problems involved are vast and the interests are varied, and to work out some general scheme requires the operation of some central authority or power or organization in which everybody has a like confidence. The river men can not go to work and work out a scheme that will please the irrigation men, and vice versa. It is necessary that we have at least a basis of facts laid down by a central body that has the mutual respect of all these various interests; and that is why we want this work done by the Geological Survey.

The performance of this work and the creation of works that are contemplated later—however that may be brought about, whether by the aid of Congress or through individuals, or however it may be done—are a matter of great public interest, because it means the creation there of vast wealth which belongs to the United States. It means the creation of homes. We have a fine climate there and a very rich soil, and still agriculture is on the decline.

We are willing to work that out, and we are willing to do our part. I am in Washington at the instance and for the purpose of filing an application for a body of landowners. If you go out on the Sacramento Valley to-day you would find some of the landowners that do not know what they really do want, but when the time comes for them to sign anything in the way of an agreement that would be right and proper they are going to sign it. I have an application which I am going to file with the Secretary on the part of the landowners.

## RIVER AND HARBOR WORK UNDER CONTRACT.

BRIDGEPORT, CONN.; NEW HAVEN, CONN.

WAR DEPARTMENT,  
OFFICE OF THE CHIEF OF ENGINEERS,  
Washington, May 11, 1906.

Hon. J. A. TAWNEY,  
*Chairman Committee on Appropriations,  
House of Representatives.*

SIR: Referring to the recent hearing before your committee in regard to the items of appropriation for works of river and harbor improvement in the pending sundry civil bill, I now have the honor to recommend that two additional items be inserted in the bill for works under continuing contract at Bridgeport and New Haven, Conn. Explanation of the omission of these items from the regular estimates and the necessity for provision for the same in the pending bill will be found in the memoranda inclosed herewith for the use and information of the Appropriations Committee.

Very respectfully,

A. MACKENZIE,  
*Brig. Gen., Chief of Engineers, U. S. Army.*

## IMPROVING HARBOR AT BRIDGEPORT, CONN.

Limit of expenditure authorized by act of March 3, 1899.....	\$250,000.00
Amount appropriated under this authority to date.....	100,000.00
Balance remaining unappropriated.....	150,000.00
Present unexpended balance May 1, 1906.....	67,025.14
Probable expenditures before June 30, 1906: Contingencies.....	450.00
Probable balance June 30, 1906.....	66,575.14
Probable expenditures during year ending June 30, 1907:	
Dredging 750,000 cubic yards material, at 15 cents.....	\$112,500.00
Placing 10,000 tons of stone, at \$2.....	20,000.00
Contingencies .....	6,575.14
	139,075.14
Amount to be appropriated for year ending June 30, 1907....	72,500.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

At the time the regular estimates were submitted the work at Bridgeport was in progress under contract at so low a price that further appropriation was not deemed necessary for the year 1907. In the meantime, however, work on the contract has been so slow and unsatisfactory that it has been found inexpedient to allow it to continue longer, and the contract has been annulled and a new contract will be made in the immediate future. To provide for a certain increase of price at a new letting additional funds are needed, and it is now estimated that the sum of \$72,500 will be required in addition to the funds in hand to prosecute the work properly during the next fiscal year, and the insertion of this item in the pending sundry civil bill is recommended.

## IMPROVING HARBOR AT NEW HAVEN, CONN.

Limit of expenditure authorized by acts of March 3, 1899, and June 13, 1902.....	\$295,000.00
Amount appropriated under this authority to date.....	230,075.00
Balance remaining unappropriated.....	64,925.00
Probable expenditures during year ending June 30, 1907.....	64,925.00
Amount to be appropriated for year ending June 30, 1907.....	64,925.00

The work to be carried on under the appropriation asked for is a part of the existing approved project.

At the time the regular estimates were submitted none was included for work at New Haven, it being thought that a modification of the project would be authorized by Congress as desired by certain local interests. It now appearing that such modification will not be authorized, and it being desirable to resume work at an early date with a view to completing the project in accordance with the approved plan, it is recommended that an item be inserted in the pending sundry civil bill to make the balance of the contract authorization available for use during the fiscal year ending June 30, 1907.

## CHINESE-EXCLUSION ACT.

## DEPARTMENT OF COMMERCE AND LABOR,

## BUREAU OF IMMIGRATION,

Washington, April 28, 1907.

HON. JAMES A. TAWNEY,

*Chairman Committee on Appropriations,  
House of Representatives.*

SIR: In conformity with your oral request I have the honor to forward herewith two statements, one showing disbursements on account of the appropriation "Enforcement of the Chinese-exclusion

ct," for the fiscal year ended June 30, 1905, and another demonstrating the amounts expended from the same appropriation for the current fiscal year so far as it has gone, together with an estimate of the amount likely to be expended in the enforcement of these laws, under present conditions, during the balance of the period up to June 30, 1906, inclusive.

Respectfully,

F. P. SARGENT,  
*Commissioner-General.*

*Statement of appropriations "Enforcement of the Chinese-exclusion act," 1905, and 1906.*

<b>fiscal year 1905:</b>	
Amount of appropriation-----	\$800, 000. 00
Disbursements-----	542, 484. 61
Unexpended balance-----	57, 515. 39
<b>fiscal year 1906:</b>	
Amount of appropriation-----	600, 000. 00
Disbursements:	
July, 1905-----	\$31, 740. 08
August, 1905-----	31, 002. 43
September, 1905-----	34, 581. 39
October, 1905-----	38, 483. 30
November, 1905-----	32, 577. 44
December, 1905-----	35, 367. 11
January, 1906-----	36, 050. 01
February, 1906-----	28, 683. 12
March 1, 1906, to June 30, 1906, estimated-----	140, 000. 00
	408, 484. 88
Estimated balance-----	191, 515. 12

IMMIGRATION SERVICE.

DEPARTMENT OF COMMERCE AND LABOR,  
BUREAU OF IMMIGRATION,  
*Washington, April 28, 1906.*

HON. JAMES A. TAWNEY,  
*Chairman Committee on Appropriations,  
House of Representatives.*

SIR: In conformity with your oral request, I have the honor to submit the following statement anent the proposition to set aside a certain portion of the "immigrant fund" for disbursement by the Public Health and Marine-Hospital Bureau of the Treasury Department in the settlement of salaries and expenses of medical officers assigned to the medical inspection of arriving aliens, under the terms of section 17 of the act approved March 3, 1903.

In my judgment, the proposed plan would be objectionable, for several reasons. It is highly necessary, from an administrative point of view, that all persons engaged in the enforcement of the immigration laws at each port should be under the jurisdiction of the immigration official in charge; in no other way can a conflict of authority be averted, and difficulties in this respect are almost impossible under present conditions.

I am inclosing with this one statement showing the reimbursements which have been made for salaries and expenses of medical officers

during the past two years. There has been no delay whatever in settlements except that which was caused by a failure of the Public Health and Marine-Hospital Service to furnish that conclusive evidence of indebtedness which is required by the strict accounting regulations of this Department. Some delay for this reason attended the settlement of vouchers covering service rendered in the first year after passage of the act of 1903; but as soon as a better understanding was reached prompt reimbursement became the rule and has, so far as I am aware, furnished no ground for complaint.

If any amendment of the existing practice is to be made, I would urgently recommend that it be a provision whereby officers of the Public Health and Marine-Hospital Service who are detailed to the immigration service under the section of the statute referred to in the first paragraph hereof shall submit their vouchers direct to this Bureau, through the immigration officers in charge at the several ports of entry. This plan would not affect the present essential system of administrative control and would entirely obviate any delayed settlement or possible embarrassment to the Public Health and Marine-Hospital Bureau by temporarily depleting any appropriations under its supervision.

To state the point more plainly, medical officers temporarily detailed for the examination of arriving aliens are, and should continue to be, subject to the jurisdiction of the immigration service for the time being, prompt payment for services rendered being dependent only upon proper accounting for amounts claimed to be due.

Respectfully,

F. P. SARGENT,  
*Commissioner-General.*

*Bills of the Public Health and Marine-Hospital Service reimbursed from appropriation "Expenses of regulating immigration."*

Fiscal year 1903 (March 3, 1903, to June 30, 1903)-----	\$11, 635. 05
Fiscal year 1904-----	60, 390. 86
Fiscal year 1905-----	73, 773. 58
Fiscal year 1906 (July 1, 1905, to December 31, 1905)-----	44, 138. 62

## IMMIGRATION STATION, SAN FRANCISCO, CAL.

DEPARTMENT OF COMMERCE AND LABOR,

BUREAU OF IMMIGRATION,

*Washington, April 27, 1906.*

HON. JAMES A. TAWNEY,

*Chairman Committee on Appropriations,  
House of Representatives.*

SIR: The sundry civil appropriation act approved March 3, 1905 (33 Stat. L., pt. 1, p. 1170), appropriated the sum of \$100,000, payable from the permanent appropriation for "Expenses of regulating immigration," toward the construction of an immigration station on Angel Island, in the harbor of San Francisco, Cal. The limit fixed for the total cost of the station was \$200,000, the entire work being placed under the jurisdiction of the Department of Commerce and Labor.

The preliminary measures toward preparation of the site and construction of the necessary buildings and appurtenances have pro-

ceeded to an extent which indicates the probability that the additional \$100,000 to complete the station will be needed before the next session of Congress convenes, and that unless the funds are available for use when required a serious loss to the Government might result.

Respectfully,

F. P. SARGENT,  
*Commissioner-General.*

McKAY STEAMSHIP LINE—OSCAR KLOCKER, REFUNDS  
TO.

DEPARTMENT OF COMMERCE AND LABOR,  
BUREAU OF IMMIGRATION,  
*Washington, April 28, 1906.*

Hon. JAMES A. TAWNEY,  
*Chairman Committee on Appropriations,  
House of Representatives.*

SIR: In reference to your oral inquiries concerning the estimate emanating from this Bureau, covering refunds aggregating \$70, fines erroneously assessed under the provisions of section 15 of the act of March 3, 1903, I beg to advise you that in neither of the two cases covered in the estimate is there any setting aside of a penalty actually incurred. It is merely a return of money in possession of the Government which does not belong to it and has been collected through erroneous action on the part of the officer who made the assessment.

The first instance (McKay Steamship Line, \$40) represents an amount collected for nonmanifestation of four American citizens, whereas the section of the law above cited only applies to aliens.

The other case (Oscar Klocker, \$30) alludes to a similar assessment on account of three alien seamen, who, of course, were not subject to the requirements of the immigration laws when landing in the course of their calling.

I sincerely hope that nothing may prevent the righting of these wrongs.

Respectfully,

F. P. SARGENT,  
*Commissioner-General.*

PROPOSED SANITARIUM AT MINERAL WELLS, TEX.

MAY 11, 1906.

Representative W. R. SMITH, of Texas. Mr. Chairman and gentlemen of the Appropriations Committee, I am duly grateful for this opportunity to submit for your consideration a matter which, though new, I consider of much importance.

In my State, at a place called Mineral Wells, there was discovered a few years ago a mineral water varying somewhat in its elements in the different wells, which experience has proven to be unsurpassed in medicinal and therapeutic value anywhere upon the globe. Where the first well was sunk a few years ago in the wilds of a narrow valley among the mountains of Palo Pinto County there has grown up the thriving and attractive town of Mineral Wells, where now reside several thousand people and to which tens of thousands of invalids go every year to use the health-giving waters.

These waters have proven to be a specific in many diseases, especially in all forms of kidney, liver, and nervous disorders and rheumatism. It is a remarkable fact, proven over and over again every year, that many cures are wrought here which medical skill and other therapeutic agencies have failed to even benefit.

Some weeks ago I introduced a bill in the House asking for an appropriation sufficient for the construction and equipment of a Government sanitarium or hospital at Mineral Wells, to be used for the treatment of the sick and disabled soldiers and sailors of the United States.

As an auxiliary to this bill, and in order to secure accurate and satisfactory evidence of the superior therapeutic value of these waters to lay before Congress, I introduced another bill providing for an appropriation of \$5,000 to authorize and pay the expenses of a thorough investigation of these waters and report thereon by the Surgeon-General of the Public Health and Marine-Hospital Service, or under his direction. Of course these waters could be analyzed here and their exact ingredients determined, but it is a fact that their real medicinal and therapeutic value can not be determined satisfactorily without appropriate tests in actual cases, and the best, if not the only, way to make such tests is to do it upon the ground.

It has always been an astonishing fact to me that the Government has so long neglected this sort of treatment for her sick and disabled soldiers and sailors. So far as I know it has nothing of the kind, except at Hot Springs, which is very limited in its benefits. Although it is a well-known fact, admitted by the medical profession itself that medicine is absolutely worthless in the treatment of many of the prevalent fatal maladies, and although it is well-known that the waters at some of the health resorts are greatly beneficial in such cases, and our citizens so afflicted when able invariably resort to them, yet the Government provides only for our soldiers and sailors the ordinary cheerless hospitals and the surgeon with his well-known worthless remedies.

I am one of those who believe that we ought to do well by the men who make up our armies and navies and who fight our battles on land and on sea in time of war. If we are to take care of them when they are sick, and this we certainly ought to do, we ought to give them the best to be had. We ought to afford them the same means of cure that are chosen by private citizens who are financially able to meet the expense.

It has occurred to me that it is time for the Government to make a start in that direction. The cost of making investigations would be insignificant, and I believe such investigations would result in much good. The information thus acquired would not only lead to a discharge of our duty to our soldiers and sailors, but would be of incalculable value to the public at large.

This committee, in my opinion, should insert in the sundry civil bill a suitable appropriation for making the investigation I have suggested. It would be money very wisely spent.



# INVESTIGATION OF STRUCTURAL MATERIAL.

WAR DEPARTMENT.

OFFICE OF THE CHIEF OF ORDNANCE.

Washington, May 16, 1906.

HON. JAMES A. TAWNEY.

*Chairman Committee on Appropriations.*

*House of Representatives.*

SIR: Referring to request of the committee at my recent hearings when the sundry civil bill was under consideration, I have the honor to inclose herewith a summary statement of the testing facilities at the Watertown Arsenal, Mass., and a concise description of the scope of the tests and the character of the testing work at that establishment and of the manner in which the results of the tests are made available for general use.

Very respectfully,

WILLIAM CROZIER.

*Brig. Gen., Chief of Ordnance.*

WATERTOWN ARSENAL.

Watertown, Mass., May 12, 1906.

THE CHIEF OF ORDNANCE, U. S. ARMY.

*Washington, D. C.*

SIR: I have the honor, in complying with your instructions of the 2d instant, to submit the following data upon the Watertown Arsenal testing laboratory:

(1) Apparatus:

Eight hundred thousand pounds capacity testing machine, for tension and compression, loads in members up to 25 feet in length.

One hundred thousand pounds capacity testing machine, tension and compression loads, samples 5 feet long.

Impact testing machine, 20 feet per second striking velocity, 60,000 pounds, charcoal and base.

Repeated stress machine, 4 spindles at 500 rotations per minute, 1 high-speed spindle of 900 rotations per second.

Bull-bearing machine, thrust shafts.

Cement briquette machine.

Comparator, and standard and line standard measurements, 100-inch capacity, differential and microscopic micrometers.

Mechanographic outfit, microscopes and accessories.

Extensometers, dial, arc, and screw micrometer, with electric contact.

Micrometers for interior and exterior diameters.

Micrometer for determination of internal strains in steels.

Astronomical level and micrometer beam.

Pyrometers, thermoelectric and mercurial thermometers.

Electric and gas furnaces.

Air (oil) press.

Electric traveling crane for handling full-size test pieces.

Machine shop, equipped for machinist work and preparation of test samples.

Mixing beds and tanks for cement and concrete investigations.

Fixtures for long-continued and endurance tests of concretes, plain and reinforced.

Chemical laboratory, fully equipped.

(2) Scope of tests and character of work done.

Grouping the tests into three classes, they consist of—

(a) Departmental, for acceptance of material and objects of special inquiry.

(b) Investigative, on the physical properties and constants pertaining to industrial material for general engineering and constructive purposes.

(c) Tests for private parties, in accordance with the law, for all citizens of the United States, at cost of same. Tests for private parties have been made for citizens of 42 States and Territories. They embrace practically all kinds of constructive materials. During the last fiscal year 933 tests were made for the

citizens of 16 States, at a cost of \$836, the cost of testing averaging 90 cents per specimen.

(a) and (b) Investigative tests and those of special inquiry for departmental purposes have embraced a wide range of industrial constructive materials for civil, military, mechanical, and architectural engineering. To enumerate the kinds would be to mention at length the various constructive materials in common use throughout the country, practically all being represented. Referring specifically to certain series of tests which have been carried on at considerable length, they are as follows:

American woods: All native woods furnishing sticks 3 feet long, also full-size columns of the principal timbers of the Northern and Southern Atlantic States, the Middle States, and the States of the Pacific slope.

Bridge columns—latticed, box, web plates, and angles.

Steels at different temperatures, zero to 1,600° F.

Cordage—hemp, manila, sisal, cotton, and steel wire.

Building stones, bricks, and clay products; brick piers.

Steel, heat and mechanical treatment of, ingots and forgings.

Cements, mortars, and concretes, plain and reinforced.

Respecting the industrial tests now under investigation—ingot steel and forgings therefrom, cements and concretes—special mention will be made of the latter group.

Comprehensive cement and concrete tests have been in progress during the past six years. The importance of cement construction to the industrial resources of the country was recognized, and this important series of investigative tests inaugurated in consequence thereof. Original lines of inquiry have been pursued on fundamental questions pertaining to the physics of cements. At the present time the tests have reached the subject of concrete columns, plain and reinforced. All types of modern concrete column construction are included, much of the special reinforcing material having been furnished by the engineering firms engaged as specialists in this work, who are cooperating with this laboratory in advancing the work.

During the last fiscal year 2,702 public tests, routine and investigative, were made, at the cost of testing of \$1.93 per specimen. The annual appropriation was \$15,000, out of which \$14,266.50 was expended to defray the cost of the public tests, the purchase of material and its preparation for testing, apparatus, and testing fixtures.

(3) The results of the Watertown Arsenal tests are recorded in Tests of Metals, 25 volumes, comprising 18,469 printed pages.

These results are made use of by manufacturers and practicing engineers, and the data copiously used in the text-books of technical schools and special treatises on the strength of materials. The late Professor Johnson, when professor of civil engineering in Washington University, St. Louis, Mo., wrote in his book, "The Materials of Construction," as follows: "There are to-day a few exceptionally fertile sources of exact information on subjects pertaining to materials of construction, prominent among which may be named: 1. The annual publication of the Results of Tests, made at the United States arsenal, Watertown, Mass., beginning in 1882." Five other sources were mentioned, all of which were abroad.

(4) The ultimate resources of the testing laboratory have not been reached in respect to the volume of work capable of being done upon the present testing machines. Economical ends are now being attained with respect to the annual expenditures and the number of tests made. However, at the additional cost of materials required for test purposes and the personnel needed for the simultaneous and continuous operation of the several machines the output of testing work could easily be increased several fold.

Respectfully,

F. E. HOBBS,

*Major, Ordnance Department, United States Army, Commanding.*

SATURDAY, *May 5, 1906.*

## DEPARTMENT OF AGRICULTURE BUILDING.

STATEMENT OF MR. F. S. GARDNER, MECHANICAL ENGINEER,  
DEPARTMENT OF AGRICULTURE.

The CHAIRMAN. The Secretary of Agriculture has submitted an estimate for an appropriation of \$300,000 for continuation of the construction of the new building for the Department of Agriculture, authorized by the act approved February 9, 1903. Did you make up this estimate?

Mr. GARDNER. That estimate was made up by Captain Sewell, who is in San Francisco at present, and the chairman of the building committee sent me up in his place.

The CHAIRMAN. Is the work being done under the direction of Captain Sewell?

Mr. GARDNER. Yes, sir.

The CHAIRMAN. What is the limit of cost of that building?

Mr. GARDNER. One million five hundred thousand dollars.

The CHAIRMAN. Is the building planned so as to be constructed and completed within the limit of cost?

Mr. GARDNER. It is; yes, sir. The contract liabilities up to the time of the completion of the building are about \$7,800 inside of the appropriations.

The CHAIRMAN. Do you mean that the contracts which have now been made for the building are below the limit of cost to the extent of \$7,800?

Mr. GARDNER. Yes, sir; that includes the contracts and the estimates up to the time of the completion of the building, \$7,854.97.

The CHAIRMAN. You are constructing a building there with two wings?

Mr. GARDNER. Yes, sir.

The CHAIRMAN. Does your plan contemplate a central administration building?

Mr. GARDNER. Yes, sir.

The CHAIRMAN. Is that also in the contract?

Mr. GARDNER. That has not been appropriated for; no, sir.

The CHAIRMAN. Is it included in the limit of cost?

Mr. GARDNER. No, sir. That is not contemplated as yet; that will have to be appropriated for, if it is ever constructed.

The CHAIRMAN. Then you do not get a complete building.

Mr. GARDNER. We get two complete buildings.

The CHAIRMAN. Does not the act under which this building is being erected require a complete agricultural building, contemplating that it shall serve the requirements of all the different Departments, and within which all of the work of the Department is to be carried on.

Mr. GARDNER. If the act contemplated that, it is absolutely impossible, from my knowledge of the requirements of the Department.

The CHAIRMAN. So that in order to secure an Agricultural Department building that will accommodate the Department, Congress will have to appropriate a large sum to carry out the general plan on which the two present buildings have been constructed.

Mr. GARDNER. That is the idea exactly.

The CHAIRMAN. Why did the Department not go to work on the basis of constructing the building within the limit of cost, and in a manner that would accommodate the Department with all of its various departments?

Mr. GARDNER. They constructed within the limit of cost exactly what they needed for their present work. When their future work comes up they will have to put up other buildings the same as other Departments throughout the city. The Department of Agriculture is growing faster than other Departments.

The CHAIRMAN. Then these two buildings will not be occupied by the administrative department of the Department of Agriculture?

Mr. GARDNER. I don't think so. The appropriation, as I understand it, was made to take care of the branches of the Department occupying rented quarters. The administrative work of the Department is now carried on in the present main building. The work that is being done in rented quarters is practically laboratory work. That is why these buildings were constructed—for laboratory purposes.

The CHAIRMAN. Then this is not the Agricultural Department building, is it?

Mr. GARDNER. Yes, sir.

The CHAIRMAN. It accommodates the laboratory work of the Department?

Mr. GARDNER. Yes, sir.

The CHAIRMAN. That is all it is intended to accommodate?

Mr. GARDNER. Yes, sir.

Mr. SULLIVAN. Where is the administrative work going to be carried on?

Mr. GARDNER. The administrative work at present is being carried on in the present building, and will continue so. The important part of the work in the Agricultural Department is the laboratory work, without any question—the experimental, scientific work.

The CHAIRMAN. Were you present when the matter was submitted to the Committee on Appropriations, when the original appropriation was obtained?

Mr. GARDNER. No, sir.

The CHAIRMAN. Do you or do you not know that complete plans for the Agricultural building were submitted to the committee authorizing this expenditure, and whether this authorization originated with the Committee on Agriculture?

Mr. GARDNER. I do not know.

The CHAIRMAN. You say that these buildings that are now being constructed will accommodate only so much of the Agricultural Department as is now in rented quarters?

Mr. GARDNER. Occupying rented buildings at the time the money was appropriated.

The CHAIRMAN. At the time the construction was authorized when the appropriation was made?

Mr. GARDNER. Yes, sir.

The CHAIRMAN. The buildings are not intended to accommodate any other part of the Agricultural Department?

Mr. GARDNER. No, sir.

The CHAIRMAN. Do you know who is responsible for the plans?

the building that is now being erected, that was authorized, accepted, and approved?

Mr. GARDNER. The Secretary of Agriculture.

The CHAIRMAN. Do you or do you not know whether those plans as prepared, accepted, and approved by the Secretary included the central building, which is intended to be the administrative building?

Mr. GARDNER. There was a scheme, a plan that was approved by the Secretary of Agriculture, which showed an administration building. The plans, the final drawings, were approved by the Secretary of Agriculture, and they showed no administration building.

The CHAIRMAN. And those plans contemplated the expenditure of an appropriation practically equal to the total limit of cost for the building authorized by Congress.

Mr. GARDNER. I believe so; yes, sir.

The CHAIRMAN. Now, I will read the authorization. I do not know that you can explain why this course has been pursued, under the act approved February 9, 1903, which authorized the construction of the building for the use and accommodation of the Department of Agriculture, but I will read it to you. [Reads act of February 9, 1903, 2d. sess. 57th Cong., chap. 528, p. 806, U. S. Stat. L.]

Does not that include or contemplate a building that will accommodate the Department of Agriculture, including all of its bureaus and offices at that time occupying rented quarters?

Mr. GARDNER. Yes, sir; and the act was fully complied with, in that the new building will accommodate all of the branches of the Department that were occupying rented quarters at the time.

The CHAIRMAN. That was never thought of. It was to accommodate the Agricultural Department and all of its departments, including the buildings that were then erected and occupied by the Department; in other words, this building was to be, as it says, "For the use and accommodation of the Department of Agriculture," and that was to include those offices that were in buildings used and rented by the Department of Agriculture.

Mr. GARDNER. The administration work of the Department of Agriculture was carried on in the building which they now have—

The CHAIRMAN. I understand, and this act expressly provides that those buildings should be removed.

Mr. GARDNER. That building was not rented; it is the property of the Government.

The CHAIRMAN. The administration building was not rented, but the law directly provides that the building that was being occupied as an administrative building shall be removed, so there is no question that this building which was to be constructed within the limit of cost was to accommodate the entire needs of the Agricultural Department, including the administration building.

Mr. SULLIVAN. And what the Department has done is to take one incident of the act of Congress and make it the whole plan.

The CHAIRMAN. Simply to accommodate that part of the Department of Agriculture which was then housed and being accommodated in rented quarters.

Mr. SMITH. That provision for the construction is conclusive evidence that it was never dreamed of to do otherwise; there could not be anything more conclusive than that.

The CHAIRMAN. Has there been any change in the location of the site of this building since the work of construction commenced?

Mr. GARDNER. Yes, sir.

The CHAIRMAN. How much useless work was done in consequence of this change?

Mr. GARDNER. According to the supervising engineer's division, the extra expense was \$37,000. I have a letter here from Captain Sewell, from which I am prepared to read a few clauses which will explain that fully. [Reads:]

I have gone through all of the various changes that have been made in this contract since it was decided that the buildings must be moved. I find that the total cost of all changes which may be directly charged to the moving of the buildings is \$36,700 in round numbers. This includes the cost of the new sewer and the cost of moving buildings which were in the way and which were moved by the Department. If the buildings had not been moved, but had been left in their original location, the character of the soil would have made it necessary for us to increase the depth of the footings by an amount about equal to that by which we lowered the buildings. This would have necessitated expensive excavation inside of heavy shoring, and a largely increased volume of concrete and brick work. Without the shoring, this would have added about \$42,000 to the cost of the building, and with the shoring very nearly \$50,000. In all probability, so that, as a matter of fact, it was cheaper to lower the buildings bodily than it would have been to have retained them as they were. The various items of increased cost due to the horizontal moving of the buildings would not, however, have been counterbalanced in any such way; the sum total of these amounts, in round numbers, to \$8,000.

The CHAIRMAN. Did the Secretary of Agriculture select the original site of this building?

Mr. GARDNER. Yes, sir; and approved the drawings which showed the location of the building.

The CHAIRMAN. But on whose recommendation was the change made?

Mr. GARDNER. There was a meeting at the White House, and it was decided then by the Secretary and the President that the buildings should be moved—and also a representative of the park commission.

The CHAIRMAN. Who represented the park commission?

Mr. GARDNER. Burnham.

The CHAIRMAN. What officer of the Government is connected with it?

Mr. GARDNER. I think there is no officer of the Government connected with it.

The CHAIRMAN. Is Mr. Green a member of the park commission?

Mr. GARDNER. No, sir; he is not.

The CHAIRMAN. Is Mr. Burnham the head of the commission?

Mr. GARDNER. Yes, sir.

The CHAIRMAN. It was on their recommendation?

Mr. GARDNER. As I understand it.

The CHAIRMAN. You understand that the President and Secretary made this change?

Mr. GARDNER. I was not at the meeting, and I do not know definitely what was done.

The CHAIRMAN. When this building that is now being erected, and the limit of cost of which has been fixed by Congress, and the money appropriated with a maximum of that limit to defray the expense of construction, is completed, you will not then have a building that will accommodate the entire Agricultural Department, will you?

Mr. GARDNER. The buildings contemplated are for laboratory purposes. It will be impossible, according to the space required, to use them for administrative purposes.

Mr. SMITH. I wanted to ask you whether these wings, as you have them now in contemplation, will be separate from one another?

Mr. GARDNER. They will. Here are photographs which show them [handing photographs to Mr. Smith].

Mr. SMITH. It is a fact, is it not, that the ends of these buildings, which would connect on to an administration building if one were constructed, are not finished in marble?

Mr. GARDNER. That is true.

Mr. SMITH. That is to say, the plans as prepared cover two separate and distinct white marble buildings?

Mr. GARDNER. White marble face on the north side only and the sides of the wings.

Mr. SMITH. That would be the ends of the wings?

Mr. GARDNER. The outside—laboratory A, the east side, and laboratory B, the west side.

Mr. SMITH. How about the south side?

Mr. GARDNER. They are brick.

Mr. SMITH. What kind of brick?

Mr. GARDNER. Light gray brick.

Mr. SMITH. Pressed brick?

Mr. GARDNER. Yes, sir.

Mr. SMITH. Now, which is the more easterly of these—A or B?

Mr. GARDNER. A.

Mr. SMITH. At the west end of A, at the place where under these sketch plans you represent the administration building would be united, what is the exterior finish?

Mr. GARDNER. Common brick.

Mr. SMITH. So that at the west end of A and the east end of B and at the point where the administration building, if erected according to the original sketch plans, would be erected, the finish does not correspond with the exterior finish of any other part of the building?

Mr. GARDNER. It does not.

Mr. SMITH. It is not a suitable exterior finish for a completed building of the type of these buildings, is it?

Mr. GARDNER. No, sir.

Mr. SMITH. What is the fact as to whether there are windows in the center of the west of A and the east of B, such as would be in a finished building?

Mr. GARDNER. Those windows are all in marble; they are suitable for a finished building.

Mr. SMITH. You don't catch the question. How wide is this face of common brick at the west end of A and the east end of B?

Mr. GARDNER. Perhaps 35 feet; the total width of the buildings would be about 60 feet, allowing for a connecting corridor from the laboratory building to the administration building.

Mr. SMITH. So that it is 35 feet wide?

Mr. GARDNER. Approximately.

Mr. SMITH. Are there any windows in that 35 feet?

Mr. GARDNER. No.

Mr. SMITH. Are there any rooms adjoining that 35 feet at the west end of A and the east end of B?

Mr. GARDNER. Yes, sir; a corridor is provided for that space, and a window on each side of the corridor.

Mr. SMITH. Where you contemplate the future corridor?

Mr. GARDNER. No; the corridor of the laboratory building is there now.

Mr. SMITH. Then these corridors run clear out to where they would ultimately connect with the administration building now?

Mr. GARDNER. That is true.

Mr. SMITH. And there they go into a dead common brick wall?

Mr. GARDNER. Yes, sir.

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THURSDAY, *May 10, 1906.*

## DEPARTMENT OF AGRICULTURE BUILDING.

### STATEMENT OF HON. JAMES WILSON, SECRETARY OF AGRICULTURE, ACCOMPANIED BY MR. B. T. GALLOWAY, CHIEF OF BUREAU OF PLANT INDUSTRY.

The CHAIRMAN. Mr. Secretary, you have submitted a supplemental estimate, in House Document 309, of \$300,000 to be used in the construction of the building for the Department of Agriculture under the present limit of cost, \$1,500,000.

A few days ago a representative of your Department, Mr. Gardner, appeared before the committee to explain the necessity for this appropriation, and in the course of his testimony the fact was brought out that the money already appropriated and the amount asked for for the next fiscal year has been and is being expended in the construction of two wings of a building—not a completed building—and that these two wings now in course of erection will not fully accommodate the Department of Agriculture when they are completed, but that their cost will come within about \$7,000 of the maximum limit of cost fixed by the act authorizing the construction of the building.

It occurred to the committee that, from Mr. Gardner's testimony, the law has not been complied with, if his testimony is correct. If the Department is not erecting such a building as the law authorized, the question arises whether we would have any right to make an appropriation to continue the construction of a building not authorized by law. For that reason we have desired you to appear before us and make any explanation that you can and want to.

Secretary WILSON. Intelligence was received at the Department that you desired to hear the Government officer, Captain Sewell, in charge of the building. He is absent in San Francisco, sent there to examine the condition of the material after the fire there, and it occurred to our people that his assistant could tell you about the mechanical construction. He is an assistant to Captain Sewell and knows about the materials, and that is all he does know. I saw his testimony. He assumes to speak for me in a great many matters, and he is not informed.

I have prepared a statement in order to economize your time, and I will go over the ground that you are interested in.



From time to time during the past eight or nine years I have made attempts to secure better accommodations for the Department of Agriculture. When I came to Washington I found the work of the Department being conducted in all sorts of makeshifts in the way of buildings. The administrative work of the Department was carried on in a building on the Department grounds that was not well suited for the purpose. The greater portion of the laboratory work of the Department was being conducted in makeshift, rented structures located at various places south of the Department grounds. These structures were for the most part dwelling houses which had been remodeled and were veritable fire traps. Here we were compelled to house our men who were conducting scientific work, and store our valuable material, much of it of such a nature that it could not be replaced in case of loss by fire.

With all these things in mind, I made determined efforts to secure better quarters. My first attempt in this direction was to secure an appropriation of \$250,000 to start the work of erecting buildings for laboratory purposes. I may say that a large part of the work of the Department is done in laboratories, so that the urgent need for buildings for this work was strongly felt. Nothing came from the request for the \$250,000, and no further progress was made until 1901, when I secured an addition of \$5,000 to our appropriation bill for the purpose of obtaining plans for new buildings. When this money was available, with the cooperation of the Secretary of the Treasury, I advertised for plans. A competition was held, and, as a result, plans were submitted for a structure costing \$2,500,000.

In accordance with these plans I prepared a bill appropriating \$2,500,000, which was submitted to Congress, passed the Senate, but failed to pass the House. The next year, 1903, the Committee on Public Buildings and Grounds in the House, without consulting me in any way as to the actual requirements or needs of the Department as to space, etc., drafted a bill which was passed and approved February 9, 1903.

I wish to state that I was never consulted in this matter; that I never appeared before the Committee on Public Buildings and Grounds on the subject, and that I never was asked to submit any tentative plans to the Committee on Public Buildings and Grounds, nor to the Appropriation Committee. The bill in question authorizes and directs me to cause a suitable and commodious fireproof building, for the use and accommodation of the Department of Agriculture, including all of its bureaus and offices now occupying rented quarters in the District of Columbia.

Observe that, gentlemen, if you please. That is one requirement. I was to build at that time, under that million and a half dollars appropriation, a commodious fireproof building, into which were to be brought all the officials and officers and persons in the Department of Agriculture. They were all to be brought in there. It was to be built immediately in the vicinity of the present building. It was to be erected on such portion of the grounds of the Department of Agriculture belonging to the United States, as I may deem expedient, immediately in the vicinity of the present building, said building to be constructed in accordance with plans, to be procured, based on accurate estimates, providing for the erection of said building, complete in all of its details.

The bill also provides that the supervision of the construction of the building shall be placed in charge of an officer of the Government especially qualified for this duty. It also provides that the limit of cost, including ventilating apparatus, elevators, etc., shall be \$1,500,000.

Now, gentlemen, there were two commands, or instructions, conveyed to me in that bill. One was that I should put up a building in which should be brought all the people connected with the Department, and I was to build a building also that was to be complete in all its parts. Undoubtedly the committee that drafted this bill had in mind such a building as other Departments of the Government have.

I want to call your attention now to the impossibility of observing both of these requirements. We were paying at that time—nearly three years and three months ago—rentals amounting to \$21,700 annually. Since that date the amount of floor space occupied by the Department has increased.

At the time this bill was passed the Department was occupying 137,963 square feet of floor space, and of this amount 75,771 square feet was in rented quarters. As I said, we were paying at that time—namely, three years and three months ago—rentals amounting to \$21,700 annually. Since that date the amount of floor space occupied by the Department in its work has increased to 211,521 square feet, or 53.3 per cent. Our rentals have increased to \$43,568.69, or 101 per cent. The building or segments which I am now erecting has a total floor space of 159,524 square feet, exclusive of the attic, which would have cared for our work at that time, but in a crowded condition.

Now, there is the point. The law that was made in 1903 said to me, in substance: "Build a building in which you will bring all the people connected with the Department of Agriculture in the present buildings and in rented buildings. Bring them all in there."

I observed that, Mr. Chairman, by arranging for a building, within the limit of cost of a million and one-half dollars, that shall have 159,524 square feet of space.

Now, your preliminary remarks, Mr. Chairman, indicated an idea in your mind that we are putting up a building that will not accommodate all our people now. I could not anticipate three years and three months ago what the Department would be to-day. I had to take into consideration what the law required me to do then, and I planned to do it. Do you mean now to say that we are building parts of a building that is to be completed later? I will come to that further along.

From the very outset I had to give most careful attention to the needs of the Department so far as buildings were concerned in their bearing on our work. The work of the Department of Agriculture is altogether different from that of any other Department. As I have stated before, a large part of our work is carried on in laboratories. We are conducting in these laboratories all sorts of investigations, some of which are of the most dangerous nature. For example, our pathological laboratories are operating with mallein, with glanders bacilli, with blackleg vaccine.

Human beings take glanders when they are brought in contact with the bacillus of glanders. We are operating, as I say, with

blackleg vaccine, and we are making it all the time and sending it out to the country to stamp out and obliterate blackleg in young stock. We have not been able to turn it over to commerce, because commerce has not treated the people fairly in that matter. It costs nothing to make the vaccine except the time it takes to make it. Commercial firms charge from 15 to 25 cents a dose, which would not be so much if they gave the people good material, which they do not. So we continue to make it. These diseases can be obliterated just as some human diseases can be obliterated.

We are also operating with hog cholera antitoxine. I set my people to work, when I came here nine years ago, to investigate hog cholera. One of my scientists came to me the other day and wanted to know if he could take out patents for a remedy for that in foreign countries. He thinks he has a remedy for hog cholera. The patent is taken out in the United States in the name of the people. I told him I knew of no objections to his getting the benefit of that work in foreign countries.

That is an illustration of our work. Then, we will make anthrax vaccine when we have suitable facilities. It is most dangerous work. People lose their lives sometimes in doing it. We have never felt justified in undertaking it heretofore on account of not having a suitable laboratory.

The immunizing of cattle for tuberculosis from the living bacillus of human tuberculosis is to be undertaken. Our scientists believe that the human being is susceptible to the tuberculosis of animals. Some scientists question it, but our people have no doubt of it. Live and dead dogs suspected of rabies are brought to the laboratory to ascertain by the inoculations of guinea pigs and examination of the brain whether they are or were rabid or mad, for the benefit of persons whom they have bitten. A man is bitten by a supposed mad dog, and they send to us the dog. If the dog is rabid, the guinea pigs inoculated from the dog become mad, and the people who happen to have been bitten go to Baltimore to be treated in an institution there for that purpose.

Animals affected with all diseases are constantly coming to us, or are being sent to us, from all over the country for inspection in our laboratories. To illustrate the danger from human infection from animals, it is reported that Doctor Hornaday, director of the Bronx Zoo, has recently become infected with tuberculosis or a disease of the throat from treating diseased monkeys. Our men have become infected with tuberculosis. They knew the danger. They take their chances. The percentage of tuberculosis among our inspectors who examine infected animals in the packing houses is greater than among other people.

That makes it necessary to segregate the laboratories in which these things are done from the other departments of our work.

In the chemical laboratories many lines of investigation are carried on which are dangerous in their nature, and which, even with the most rigid care, give off objectionable and deadly fumes. For the reasons given it was deemed impracticable and undesirable to consider the question of housing all these kinds of work under one roof in the ordinary type of monumental structure. That was one powerful consideration.

As a second and equally important consideration, such monumental structures as our city post-office, the Treasury, and the State, War, and Navy building have a considerable portion of their space poorly lighted.

When you build a complete building of a monumental sort, a great portion of it is not available for any useful purpose. Take this Capitol. I have been all through it. You have a large number of rooms and chambers here that are of no use. They are badly lighted, and the committees have to use gas or electric lights when they are in session. We could not afford, with the expenditure of a million and a half dollars, to have a particle of space in our construction that could not be used, gentlemen, and so we were compelled to make this segregation. Good light and good outside ventilation are absolutely essential for laboratory work. Our people nearly all use high-power microscopes.

Consequently we have built on this general plan, the light coming from both sides, a hall running through the middle, where all our people would be sure to have light enough. Sixty feet wide our buildings are, not wider. That is as wide as we can make them to get light enough. That gives us a hall sufficiently wide and 20-foot rooms. Hence, in considering our plan it was necessary for me to give thought to a general scheme which would enable me to segregate our laboratories from each other and to segregate the laboratories from the administrative work, so as not to subject those engaged in administrative affairs to conditions which must exist in any chemical or pathological environment. Hence it was deemed best to lay out a plan for one building which could be erected in parts or segments. This is the scheme that we have adopted, and I believe it is the only one that could have been adopted under the circumstances. We have a plan which can be carried out next year, or the following year, or in twenty years, or in a hundred years, if it is the wish of Congress to do so. But you do not have to appropriate a dollar more than you have law for—a million dollars and a half—to carry out this plan now that will be complete in itself for the purposes for which we need it.

We have not adopted the plan of some other Departments, where a monumental structure has been put up and filled as soon as completed, and where they then find it impossible to make any addition. I have not compelled Congress to build. I have built so that you may add to it. Had I planned beyond the appropriation I would be censurable.

Another reason why we need our new building is that we have the finest agricultural library in the world, a library of 90,000 volumes. It could not be replaced for money. The building we are in now, the administrative building, is in danger every day from the weight of that.

Mr. TAYLOR. The weight of what?

Secretary WILSON. The weight of books. Ninety thousand volumes weigh, you know. That building would last for many years. Congress does not need to appropriate money for an administrative building this year, or next year, or until you get ready. We can occupy that building if the books were not there.

If I had gone to work, gentlemen, and laid a foundation greater than could be completed with a million dollars and a half, I would be

censurable in your presence to-day. That is where the trouble has been usually in the construction of public buildings. People have laid a broader foundation than the money appropriated would complete.

The architects did give us under that \$5,000 appropriation for plans the seemingly most desirable building, and they recommended to me that I begin building on a basis of \$2,500,000 and go back to Congress and get more money. I said "No, gentlemen; I am going to keep faith with Congress. If you can not give me a plan that will house the people in the Department who are now in rented buildings, this thing is all off." I had a conversation with Mr. Taylor, the Supervising Architect, on that very subject, and I dismissed him and refused to make a contract with others because they said they did not see how they could do this thing inside the appropriation.

If you have any complaint to make of me to-day, gentlemen, it is because of the building that I am building, so that if Congress sees fit to add to it there are arrangements made by which you can add to it. That is what we have done. The Agricultural Department has grown rapidly since this building was authorized. You are not going to blame me for increasing that Department. When you go back to the people you do not say, "The Secretary of Agriculture has built up this Department." [Laughter.] You have built up the Department. I am your servant. Of course that is so.

Of course I was in favor and always have been of helping every man in the United States who works in the field with his coat off, and in favor of putting a scientist in every neighborhood where a scientist was needed; and I have 2,300 of them at work all over the United States helping the people who produce in the field.

Now, then, as I said, I have not compelled Congress to build more. I have simply built so that you may add to it. Gentlemen, that is all. When these segments are up they are what we want. In one end we will house those scientists and laboratories where the dangerous work is done, and we will shut them off from the others. In another end we will put the library and publications and other bureaus, and render the present building comparatively safe.

It is true the present building has been on fire twice since I came here, and the buildings that we rent all over the city, for which we are paying over \$43,000, compelling us also to have watchmen, firemen, engineers, etc., are fire traps, and laboratory material housed there that is being built up and has been since the Department had an existence can not be bought anywhere. There is no such equipped Department on the face of the earth as the Agricultural Department of the United States of America along those lines. We have the finest library in the line of scientific work that is to be found in the world. We are building up libraries in connection with some of our new bureaus. You can not go into any part of the world and find authorities on soils. We are building the library up along those scientific lines.

The reason why I urge you to continue the appropriations until these segments are completed is that we want to take care of our laboratory work, our laboratory materials, our library, etc. You need not be uneasy about the future. It is all in your own hands. You do not have to appropriate a dollar this year, or next year, or

any other year unless you conclude it is cheaper to build than to pay these rents resulting from growth. That is the question for you to consider.

Since the construction of these segments began we have expended \$435,229.60. We will need to complete the work, including the heating, lighting, ventilation, etc., \$1,055,880.43. We hope to complete the two segments now under construction not later than November 14, 1907.

I wish to emphasize the fact that the segments will be complete in themselves, and that they will be admirably adapted for our work, both as to light, ventilation, and heat. Furthermore, they are practically perfect so far as relates to the segregation of the laboratory work in a manner to safeguard not only the workers in the laboratories themselves, but other workers who may be thrown in contact with them.

I am nearly through, gentlemen. I wish merely to make one further point, which is important and vital, and that is that in carrying out the plan which we have adopted we have been economical in our work. Our structures, complete in every detail, will cost 38.2 cents per cubic foot. The new municipal building, which is being erected on Pennsylvania avenue in this city, is costing 42 cents per cubic foot. The average cost of large structures, such as the municipal building, the city post-office, etc., is about 57 cents per cubic foot. It will be seen, therefore, that we are not only getting good work done and securing structures admirably adapted to our purpose, but are getting same at a reasonable cost.

In conclusion I will mention the fact that in addition to the item of rents which we are paying, the Department is at much expense in connection with the maintenance of so many separate buildings. A corps of watchmen, firemen, charwomen, etc., must be maintained in each building. The separate heating plants also mean extra expense. All these items of expense will be obviated when we can bring the people under one roof.

Now, we can not bring all the people that we have now under the roofs of the buildings we are constructing. I admit that. But we can bring the equivalent of the number that were in the Department when the law was passed.

Mr. TAYLOR. What are you going to do with reference to taking care of these people whom you say you have now? The building you have got now will not do it, notwithstanding the fact, as I understand you, that you have expended a million dollars and a half on segments of a building. You have not got room for the people you have now and have made no arrangement whatever for your administrative department.

Secretary WILSON. The law did not require us to put up a building at a million and a half dollars to take care of all the people that might be in the building at some future time. It requires us to put up a million-and-a-half-dollar building to take care of the people we had then. At that time we had 138,000 square feet of floor space, round numbers. With a million and a half dollars we are erecting 160,000 square feet of floor space.

Mr. TAYLOR. And you need about two hundred and some odd thousand square feet?

Secretary WILSON. We are occupying now, with rented buildings included, 211,000 square feet.

Mr. TAYLOR. What plan have you of accommodating these additional people in the future?

Secretary WILSON. In a couple of years, or three years from now, whoever is Secretary of Agriculture will find perhaps that he is occupying 300,000 square feet. I can not help that. I can not look into the future. But I do know that the growth of the Department is steady and persistent, and that it is brought about by act of Congress. I know that. You gentlemen build up the Departments of the Government. The Secretaries can not do that.

I propose this: That when I get this building completed I will report to Congress what I have done, what the condition of the Department is, and leave it to you. You will bear me witness, Mr. Chairman, that I have not been seen around your lobbies and on the floor of the House, although I have a right to go there, lobbying for the Department of Agriculture. I have been in Congress long enough to know that it is foolish to do that, and so I have left the matter entirely with the committees. The jurisdiction is theirs.

A year ago the forest reserves of 104,000,000 acres of land were turned over to my Department, and 800 men with them, from the Department of the Interior. This appropriation bill that has passed the House this year, as it has passed the House committee, gives me \$400,000 more and a lot of new things to do. I have been in Congress, and I confess I feel at home in that kind of work. It has been the ambition of my lifetime to serve the American farmer. That is my specialty. But there is no reason under the sun why you should refuse to continue the appropriations up to the million and a half dollar limit because I did not put it all under one roof. I could not use that kind of a building. There is where the trouble comes, and what we have built is complete within itself. It meets our requirements and does not go beyond the law.

I could never build a monumental style of building with a million and a half dollars. There would have been too much room necessarily wasted in the administrative part of it. I am more anxious to take care of the library and of the laboratories and of the scientists than in having a nice building to sit down in myself or for my successor in office. These things are expensive when you go to build administrative buildings.

I do not doubt this, gentlemen, for a moment, that the Congress of the United States will take care, equal care, of the Department of Agriculture that it takes of other Departments, and some day there will be an administrative building in there. I have no doubt of it. But I have nothing to do with it. It is all in your hands; all of it.

The CHAIRMAN. When were these plans completed and adopted by you?

Secretary WILSON. I appointed a committee of three chiefs of the Department to look after the construction on behalf of my Department, and they have the details a little more clearly in their heads than I have. I have brought up Doctor Galloway, who is chairman of that committee, and he can speak of that.

The CHAIRMAN. Will you state, Doctor Galloway, when the plans were completed and approved?

Doctor GALLOWAY. The plans were finally completed and approved a year ago last November.

The CHAIRMAN. November, 1904?

Doctor GALLOWAY. Yes, sir.

Mr. TAYLOR. Were those plans, that you say were completed and approved, similar in character and proportion to the plans which called for a two and one-half million dollar building?

Doctor GALLOWAY. No, sir.

Mr. TAYLOR. Were those plans that called for two and one-half million dollars, referred to by the Secretary, followed at all in the new plan adopted?

Doctor GALLOWAY. No, sir; they could not have been followed.

Mr. TAYLOR. You mean to say that in the new plan you commenced with the idea of securing accommodations for your laboratories and building up these wings that you have, or segments, entirely independent of the original proposition of a \$2,500,000 building suggested by the plans and drawings originally proposed by the Secretary?

Doctor GALLOWAY. The plans and drawings were submitted by a commission of architects, and did not represent the needs of the Department, but were simply for the purpose of securing a good architect. That was the object of securing the original competition. Five thousand dollars was expended in that work, and that was all. Ten architects competed. They submitted their plans only in the most general way, meeting the requirements of the Department. These plans that were submitted were for a monumental structure.

Mr. TAYLOR. This building that you are now constructing has no reference whatever to the original suggestion of a building which was estimated to cost \$2,500,000?

Doctor GALLOWAY. No, sir.

The CHAIRMAN. Mr. Secretary, is the building, or, rather, are the segments of the building that you are now constructing, being constructed upon the plans that were adopted in November, 1904?

Secretary WILSON. Yes, sir. That was the last plan. That was the plan for this building; for just what we are building, and for nothing else.

The CHAIRMAN. Now, when you approved of those plans you were doing so under the authority of the act approved February 9, 1903?

Secretary WILSON. Yes, sir.

The CHAIRMAN. That was the only authority you had?

Secretary WILSON. That was all the authority I had.

The CHAIRMAN. And that act provides as follows [reads]:

That the Secretary of Agriculture be, and he is hereby, authorized and directed to cause a suitable and commodious fireproof building, for the use and accommodation of the Department of Agriculture, including all of its bureaus and offices now occupying rented quarters in the District of Columbia, to be erected, etc.

And further on the act provides that the present building, then occupied by the Agricultural Department, should be destroyed, and so forth, and fixes the limit of cost of such a new building as the act authorizes at \$1,500,000. Now, aside from the question of whether or not \$1,500,000 would provide a suitable building for the Agricultural Department five or ten years thereafter, do you not think that that act required the adoption of plans for a building



for the accommodation of the Department of Agriculture, including all of its bureaux and offices, except the Weather Bureau, then provided for in rented quarters?

Doctor GALLOWAY. It did, Mr. Chairman.

Secretary WILSON. Yes; it required that, and that is what we are building.

The CHAIRMAN. Here is the difficulty: The building that you authorized—the plan that you approved—does not provide for the administrative force of the Agricultural Department, as I understand it.

Secretary WILSON. Oh, yes, it does; it provides for all of it, but we have not got the monumental feature in it.

The CHAIRMAN. The act does not require any monumental feature.

Doctor GALLOWAY. This building may be used for administrative purposes or any other purposes.

The CHAIRMAN. I understand you now that it will not accommodate the administrative force?

Doctor GALLOWAY. At the time this bill was passed it would have accommodated all the administrative and other forces. We have grown 83 per cent since that time.

The CHAIRMAN. You have adopted a plan, as I understand it, which contemplates the construction of two segments, which construction will exhaust the limit of cost of the entire building?

Doctor GALLOWAY. That is true.

The CHAIRMAN. How can you justify that? When you came to make up the plan and were satisfied that for \$1,500,000 you could not construct a building that would accommodate the Department of Agriculture, including the administrative offices and all the laboratories, except the Weather Bureau, I should have thought you would have informed Congress before going on and proceeding with the plan you have adopted.

Secretary WILSON. You have a wrong idea in your mind there. We made a plan to exhaust \$1,500,000. We built in such a way that Congress might add to it, and we made no plans but for the building we are building.

The CHAIRMAN. When the present buildings are completed they will not accommodate the administrative offices of the Agricultural Department, will they?

Secretary WILSON. When the present buildings are completed it will be discovered that the Department has grown, perhaps, more than 100 per cent beyond what it was when they were begun. That will be discovered. In the new building everything can not go in, but if the library is taken out of the present building the present building can be used and all the people can be housed on the ground. That is what I have in mind now. We had to adopt the alternative of building one complete building that would not suit our purposes, and under no possible circumstances could we have built a building for \$1,500,000 that would accommodate all our people now. We had, as I said, the alternative of building one complete building that would not serve our purpose or else of building the segments or wings, as we have done.

The CHAIRMAN. You, of course, had in mind that it would require some time to construct this building?

Secretary WILSON. Yes.

The CHAIRMAN. And Congress evidently had in mind the idea that some time would be consumed in the construction of the building, and that the building when completed should accommodate the Agricultural Department, including the buildings you were then renting?

Secretary WILSON. Congress could not have had in mind in the future something that they could not see at the time. We could not anticipate that Congress would vote us more money and give us more jurisdiction. We had to act upon what was before us at that time. We have done so in all good faith. This is not a case that has ever come before you before, or before any committee of Congress. The trouble in connection with these authorizations for buildings has been generally that the builders have laid greater foundations than they could finish. We have not done that. We would be censurable if we had done that. We have built \$1,500,000 worth of buildings to accommodate all the people that were in the Department at that time. You may say, "What are you going to do with the people in your present buildings?" I say, if the present library is taken out we can accommodate our people in that building.

Mr. SULLIVAN. When you read this act did you suppose Congress had in mind the erection of a building to accommodate the administrative department, the library, and the laboratories; in short, all the buildings, or all the bureaus of your Department scattered in all the buildings?

Secretary WILSON. Everything that we had to accommodate at that time. Congress must have had that in mind. There is no doubt of it.

Mr. SULLIVAN. But you think in doing that it intended to accommodate only those who were then in the employ of the Department, without making any provision for the future growth of the Department?

Doctor GALLOWAY. It says "now" in the bill.

Secretary WILSON. Congress could not have called upon us to build for what the Department would be at some future day. They could not have had that in mind.

Mr. SULLIVAN. Do you not think they usually have that in mind?

Secretary WILSON. We have had in mind this, that it would not be fair to Congress to do otherwise than we have done. Take the Post-Office Department building, for example. You have discovered lately that it does not cover what is wanted. Take the State, War and Navy building, which was appropriated for when I was a Member of Congress. I recollect it distinctly. Now, you have provided for one of these three only. There is no room there for the others. I had in mind that at some future time, when additions were required, you could provide them and add to this building. I had faith in the future growth of the Department of Agriculture. I have faith in its growing yet. All I could do was to take the money Congress had appropriated and use that to take care of the people in the Department as it then existed. "Now," is what the law says; "now."

The CHAIRMAN. Have you a sketch of the plan of the buildings as they will appear when the present segments, as you call them, are completed?

Secretary WILSON. No, sir. We have never planned for anything beyond what we are building.

The CHAIRMAN. Have you a sketch to show in a completed state what you now have?

Doctor GALLOWAY. I haven't it with me.

Secretary WILSON. I do not see how anybody could make a sketch. These buildings are planned so as not to be completed while there is a possible growth of the Department. You can get a sketch of what an addition here and there would be, but nobody can anticipate what the additions would be in years to come.

The CHAIRMAN. Have you a statement of the floor space with you?

Doctor GALLOWAY. We did not bring any plans with us.

The CHAIRMAN. Will you kindly send us over sketches of the completed portions of the Agricultural buildings which you are now constructing, and also a statement of the floor space?

Doctor GALLOWAY. Yes, sir.

Secretary WILSON. Yes; we will be glad to do that.

Doctor GALLOWAY. I may say that these buildings as constructed can be connected by a covered corridor, making a hall. That is the object of leaving the ends together.

Secretary WILSON. They never will be connected that way for the reasons that I have given. We must keep them segregated for the health of our people. But there will be corridors that to the outside will look as if it was one building. There may be.

The CHAIRMAN. You speak, Mr. Secretary, of the recent acts of Congress in transferring from the Department of the Interior to the Department of Agriculture the Forestry Division of the Interior Department. To what extent does that increase the work of the Agricultural Department and the amount of space necessary for the accommodation of the employees in that Department?

Secretary WILSON. It increases our employees probably 20 per cent.

The CHAIRMAN. Does it increase your employees in the city of Washington 20 per cent?

Secretary WILSON. Oh, no; not in the city of Washington. But it requires more rent in the city of Washington to take care of the administrative part of that, the records of it, and the clerks, and so forth.

The CHAIRMAN. How many employees were transferred to the Agricultural Department in the city of Washington as the result of the transfer of the Bureau of Forestry from the Interior Department to you?

Secretary WILSON. That I could not state. Can you, Doctor?

Doctor GALLOWAY. There are about 800 altogether, and I think probably 100 or 150 in the city here were transferred.

The CHAIRMAN. One hundred and fifty in the city that were transferred?

Doctor GALLOWAY. Yes.

Secretary WILSON. There were eighty-odd million acres transferred. I am told there will be 150,000,000 acres transferred eventually.

The CHAIRMAN. Acres of land?

Secretary WILSON. Yes.

Doctor GALLOWAY. The floor space occupied by the forestry work in 1899 and 1900 was in the neighborhood of 2,000 square feet. The

floor space now occupied to-day is in excess of 30,000 square feet, rented.

Mr. SULLIVAN. Have you estimated how much rent you will pay annually when this building is completed and occupied?

Secretary WILSON. The law passed by Congress giving us the million and a half dollars required us to take care of all the people there were then will give us a building that will take care of the equivalent of all the people we had then. There were 137,000 square feet occupied then, in round numbers, and there are 211,000 square feet now. The new building will have, in round numbers, 160,000 square feet, so that those occupying 50,000 square feet on that basis would not be taken care of in the new building. But there is this to be said in regard to that: The space of the new building can be much better economized than the space in these buildings that we rent, because they were once private residences, and a great many of the spaces there can not be as well occupied.

Now, if the library is taken out of that building there would not be a necessity to rent, and with better economy the library could be installed in the new building instead of where it is, and our administrative force could be transferred to the building thus vacated, and I think we would probably get along without paying rents, unless the Department between now and the time the new building is completed grows so much faster that it will be beyond our power to accommodate our force.

The CHAIRMAN. Mr. Secretary, how many people had you employed in the Department in November, 1904, when these plans were adopted?

Secretary WILSON. In the Department altogether?

The CHAIRMAN. No; just here in Washington, exclusive of the Weather Bureau, to be accommodated in this building?

Secretary WILSON. I will make a note of that. When we get our notes for correction, as I suppose we will—

The CHAIRMAN. Yes—

Secretary WILSON. We will answer that correctly.

The CHAIRMAN. How many do you now have employed here in the buildings you occupy at this time?

Secretary WILSON. We can readily get you that.

The CHAIRMAN. Or, in other words, what has been the increase in the number of employees since the date of the approval of the plans: and how many employees did you have on February 9, 1903, the date of the approval of the act?

Secretary WILSON. We can easily get that, Mr. Chairman.

Mr. SULLIVAN. Was there more than one building in 1903 which you figured you would have to remove as the result of completing this building?

Secretary WILSON. There are a number of little buildings around there. There is the present administrative building and a brick building occupied by the Bureau of Statistics and the Bureau of Entomology and the Bureau of Zoology.

Mr. SULLIVAN. Were they all there in 1903?

Secretary WILSON. They were all there then.

Mr. SULLIVAN. I notice this act says, "The removal of the present building or buildings."

Secretary WILSON. That is what it means, the removal of those things.

Mr. SULLIVAN. Did not Congress know whether there was one or more than one?

Secretary WILSON. I do not know how that might be. I would be glad if you gentlemen would come and visit us oftener.

Doctor GALLOWAY. I think, Mr. Chairman, you missed the point that the Secretary made when you were out, that this bill was drafted by Congress itself through the Committee on Public Buildings and Grounds, without consultation with the Secretary.

The CHAIRMAN. I understand that the bill was drafted by the present Speaker of the House of Representatives, with the distinct purpose in mind that he desired to have constructed one building, or a building sufficient to accommodate the Agricultural Department, instead of having it accommodated in the building which it was occupying at that time and the other rented buildings. Perhaps I am a little obtuse, but I can not quite get through my head how you can construe the present plan of construction as being in compliance with that act—

Mr. TAYLOR. Within the limit of cost of \$1,500,000—

The CHAIRMAN. Yes; within the limit of cost. The completed plan contemplates an expenditure of \$1,000,000 more than the amount which Congress limited you to in the construction of a building for the accommodation of the Department.

Secretary WILSON. No, Mr. Chairman; I wish you could get that idea out of your mind. We have no completed plan, but we have done what is usually never done by people constructing buildings with Government money. We have arranged whereby you can add to it if it is necessary. That is all we have done. We have no plans. We have no demand on you for further buildings; none whatever. This suits our necessities now, and—

The CHAIRMAN. Except as to the administrative department of your force?

Secretary WILSON. The building that is being put up now can accommodate all our people there.

Doctor GALLOWAY. Only 20 per cent of our force is administrative.

Secretary WILSON. We only want room to take care of our people. We are not asking for a monumental building. If my successor is not content to occupy the building now being built, he will have to come to you about it.

Mr. TAYLOR. You propose \$1,000,000 more for the administrative part of that building, although your administrative force is only 20 per cent?

Doctor GALLOWAY. We have not asked that.

Mr. TAYLOR. It is in the arrangement.

Secretary WILSON. We only propose to use \$1,500,000 to meet our necessities that existed then.

Mr. TAYLOR. Do I understand you to say that these two wings or segments that you have now are complete for administrative purposes or otherwise?

Secretary WILSON. Yes.

Mr. TAYLOR. Could you tear down those other buildings and accommodate your administrative force now?

Doctor GALLOWAY. Yes.

Mr. TAYLOR. Is it in your mind to do that?

Doctor GALLOWAY. No. We take the ground that it is more wise to adopt a plan of that kind than to put up one single building and go to another piece of ground and ask for money to put up another building.

Mr. TAYLOR. You say you did not have the same plan—did not work upon the same plan—in building the two segments that are erected now as that in the building you asked originally for at \$2,500,000? Did not that plan involve two segments and this administrative building in front? Did it not?

Doctor GALLOWAY. Absolutely no, sir. It involved a great big building like the Post-Office Department building.

Mr. TAYLOR. Entirely different from the building you have now?

Doctor GALLOWAY. Entirely different.

Mr. TAYLOR. It did not have two segments arranged for lighting and laboratories, such as you have now, with a central piece such as you left open to be arranged there? I understand it is unfinished on the inside.

Secretary WILSON. They are fixed so that they can be added to—

Mr. TAYLOR. Prepared for an administrative building? That is a fact, is it not? I ask is not that in conformity with the original plan for which you paid \$5,000, or is it entirely separate and distinct?

Doctor GALLOWAY. Yes; it is different. That plan proposed almost a square structure, with accommodations for administration and laboratory work all around it.

The CHAIRMAN. Mr. Secretary, in addition to the language I read I want to read another sentence, or part of one, in this same item, from the act of February 9, 1903, which says [reads]:

\* Said building to be constructed in accordance with plans, to be procured based on accurate estimates, providing for the erection of said building, complete in all its details, as herein described, and within a total cost of not exceeding the sum herein stipulated.

It would seem from the reading of this act that Congress contemplated a complete building in all its details and not two segments of a building.

Secretary WILSON. We segregated on account of the nature of our work. When it is completed it will be in all its appointments—heating, and lighting, and plumbing, and everything else—complete.

The CHAIRMAN. Is the cost of heating and lighting and plumbing and everything else in the estimate you now have?

Secretary WILSON. All. We have not broken faith with Congress in regard to money.

Mr. TAYLOR. What I would like to ask of you, Mr. Secretary, is, when you found you could not make a complete administrative building and all, why was it you did not come back to Congress and tell us?

Secretary WILSON. I did not want such a building as other Departments have.

Mr. TAYLOR. But you did want the building which you are building, which is entirely different?

Secretary WILSON. Yes.

Mr. TAYLOR. Why did you not come to Congress and say, "You

have given us a limit of cost, \$1,500,000, and we can not build what we need with that money." Why did you not do that?

Secretary WILSON. I can get along with \$1,500,000.

Mr. TAYLOR. I ask you that because the Attorney-General has pursued that course for several years with respect to a building for the Department of Justice. They declined to accept the appropriation which Congress has voted, and they came back again, but they do not build a part of it.

Secretary WILSON. What I had in mind was that Congress required me to take \$1,500,000 and build a building to take care of the people that were in rented buildings and otherwise.

Mr. TAYLOR. To my mind you have not done that.

Secretary WILSON. We were occupying 137,000 square feet of floor space then, and that is what the law says, "Now." Going back to that time, it says, "Now."

The CHAIRMAN. I beg pardon, Mr. Secretary. Mr. Galloway was wrong in his statement as to that. The law says—

That the Secretary of Agriculture be, and he is hereby, authorized and directed to cause a suitable and commodious fireproof building, for the use and accommodation of the Department of Agriculture, including all of its Bureaus and offices now occupying rented quarters in the District of Columbia, to be erected.

It say, "now occupying rented quarters." That "now" refers only to the then rented buildings, and not to the employees.

Secretary WILSON. We have met the requirement of that with regard to space. We provided for more than we were occupying. We provide for the difference between 137,000 and substantially 160,000 square feet. We did all that.

The CHAIRMAN. I think where the difficulty arises is in the fact that you were unable to convince Congress in 1903, when this building was authorized, that the growth of the Department would be such as to require a building costing more than \$1,500,000.

Secretary WILSON. I had no opportunity to come to the committee to talk to the committee of Congress on the subject, Mr. Chairman.

The CHAIRMAN. Your recommendation at that time was for a building costing \$2,500,000, was it not?

Secretary WILSON. Yes. We wanted that, and it passed the Senate that way.

Mr. SULLIVAN. Now, Mr. Secretary, could you with \$2,500,000 construct the kind of building which the chairman insists was contemplated in that act?

Secretary WILSON. That is a hypothetical question. If you had appropriated \$2,500,000 I would have gone on constructing \$2,500,000 worth of buildings. There is no doubt about that.

Mr. SULLIVAN. Would not that have taken care of your entire force?

Secretary WILSON. I think so; but Congress did not appropriate \$2,500,000.

Mr. SULLIVAN. I know, but did not the architect whom you consulted agree with the chairman's construction of that law and advise you to plan for a \$2,500,000 building and come to Congress and get more money?

Secretary WILSON. Advise me to begin building on the \$2,500,000 basis?

Mr. SULLIVAN. Did they not advise you that the construction of that law required you to build a building to take care of the administrative forces as well as the laboratories and the library?

Secretary WILSON. No; they did not talk along that line at all. I never had any such advice from them. But as regards the administrative feature, the administrators can go into the building now erected just as well as any other proposed occupants of the building.

Mr. SULLIVAN. If they do, what will you do with the laboratories?

Secretary WILSON. We will put the dangerous laboratories at one end, and the library and the offices that have women, and so forth, at the other end. There will be plenty of room there for administrators; plenty of it.

Mr. SULLIVAN. Do you mean this, that you could take this building which you are constructing and so arrange matters that it would take care of the entire force of your Department?

Secretary WILSON. If I am not required to pull down the present old building, if the library is taken out of the building it occupies at present, we can use that and the brick building that accommodates the three bureaus.

Mr. SULLIVAN. Do you not understand that the act requires you to pull down those three buildings?

Secretary WILSON. Yes; but we have a growth.

Mr. SULLIVAN. Did not the act require you to arrange matters so that you would not have to pay any more rent?

Secretary WILSON. At that time, certainly, and if the Department had not grown we would not have had to pay more rent.

Mr. SULLIVAN. In consequence of that, the act will have to be violated in at least two particulars?

Secretary WILSON. Yes; it is an act impossible of execution in view of the requirements of the present date. That is what the fact is. If I could have foreseen that the Department would have grown as rapidly as it has grown I certainly would have come back to Congress and said, "Gentlemen, I can not meet the requirements of that act at all." But estimating the number of feet we are getting with an expenditure of \$1,500,000, we could accommodate the force we had at the time the act was passed.

Mr. SULLIVAN. If the Department head is authorized to construe an act for the authorization of a public building with reference to its present needs alone, is there any safety for Congress at the hands of an administrative officer?

Secretary WILSON. Do these other people do other than make a complete building? I had that in mind, pardon me, and arranged it so that Congress could without expense add to it.

Mr. SULLIVAN. I do not think you quite caught my question, Mr. Secretary, or the meaning of it. If Congress authorizes a building for \$1,500,000, and the head of the Department would read the law so that it would mean to him the expenditure of a million and a half to accommodate only the present needs of the Department, knowing it would take three years to complete the building, and would know that in three years' time the Department would grow to twice its size, and that the building would then accommodate only one-half of its force after three years, do you think that would be a compliance with the act of Congress?

Secretary WILSON. That is not what we have done.



Mr. SULLIVAN. It seems to me it is.

Secretary WILSON. We have built a building that will take care of the number of square feet required at that time. The case you mention is not parallel with the fact.

Mr. SULLIVAN. Very nearly so, I think.

Mr. TAYLOR. Did not the act contemplate a complete building?

Secretary WILSON. The act required us to make the building suitably complete for our requirements, and I have done it for that amount of money. It did not require us, pardon me—

Mr. TAYLOR. Did it not contemplate a complete building in itself?

Secretary WILSON. Technically, you may say so.

Mr. TAYLOR. Did that act justify you in making an incomplete building to which something could be added?

Secretary WILSON. Yes, sir.

The CHAIRMAN. The location of this building was changed after the construction was begun. Do you know what additional cost was incurred in consequence of that change?

Secretary WILSON. The engineer, the army officer, Captain Sewell, said he would have to go down a good deal farther than he expected in order to get a good foundation. It would cost a good deal more to do it, but he recommended doing it; he said that it was wise to do it. Of course I had no opinion on that subject.

The CHAIRMAN. Was it also recommended by the so-called "sky-line commission" here in the city of Washington?

Secretary WILSON. To what extent they took an interest in it I do not know. I would not know one of those men on the street. I think I have met them once or twice in my life—some of those men.

The CHAIRMAN. Was this change based entirely upon the judgment and recommendation of Captain Sewell, who was in charge of the construction?

Secretary WILSON. Captain Sewell did say we would have to go down there to get a good foundation.

The CHAIRMAN. And would that have cost more than the cost of changing the location?

Secretary WILSON. I inquired very carefully into that, and he said at the time it would probably cost \$6,000 more. I think lately he has made it \$8,000. He said he ought to be sure of his foundations. He found sand at the depth he at first proposed to go.

Mr. TAYLOR. Was the change made?

Secretary WILSON. Yes.

Mr. TAYLOR. It was worth \$6,000 or \$7,000 to make it?

Secretary WILSON. These experts thought so.

Mr. TAYLOR. If he is right in his opinion about the difficulties, I think it was worth \$8,000.

The CHAIRMAN. How much was expended in the work of preparing the foundation at the time this change was made?

Secretary WILSON. I think we can get that, can we not, Doctor?

Mr. GALLOWAY. How much was expended at the time the change was made?

The CHAIRMAN. Yes; on the work of the foundation and the preparation for construction, how much was expended?

Mr. GALLOWAY. Something in the neighborhood of \$37,000 or \$38,000 had been expended at that time.

The CHAIRMAN. Where was this location—the first location, the original location?

Doctor GALLOWAY. The original location is south of the present administrative building, about 150 feet. The other change was only a movement to the west of about 40 feet.

The CHAIRMAN. About 40 feet?

Doctor GALLOWAY. Yes; to the west; yes, sir.

The CHAIRMAN. Was the difference in the character of the soil so great in a distance of 40 feet as to justify a change in location?

Doctor GALLOWAY. No. The difference in the character of the soil was not determined until the excavation had been begun for the lowering of the building. The excavation had already proceeded when this necessity for the movement to the west was accidentally discovered.

The CHAIRMAN. You moved 40 feet from the original location, and in that 40 feet did you find a difference in the character of the ground so great as to obviate the necessity of going down deeper—40 feet west, where you finally located the building?

Doctor GALLOWAY. The character of the soil was the same.

The CHAIRMAN. So that, as a matter of fact, the change of location was not necessitated by reason of the character of the ground on which the building was originally intended to be built?

Doctor GALLOWAY. After the change was made it was ascertained that if they had not gone down 10 feet deeper the foundations would have had to be made 10 feet deeper on the original location.

Secretary WILSON. I thought you had reference to the original building down there.

The CHAIRMAN. No; 10 feet deeper than was originally contemplated on the old location. That was not, of course, the reason, then, for the change of location. What was the reason?

Secretary WILSON. That was the reason of the deepening. The change of location 40 feet west, I think, was in obedience to and in conformity with the general sentiment that the building ought to be in the middle of the grounds.

The CHAIRMAN. That is what I had in mind; that was my understanding, that it was changed in conformity to some general plan with respect to the grounds on which the Agricultural buildings were located.

Mr. SMITH. I wanted to ask a few questions, Mr. Chairman. I do not know whether I had better ask them of Doctor Galloway or of the Secretary. These two buildings are known as A and B, are they not on the plans?

Doctor GALLOWAY. Yes; for convenience.

Mr. SMITH. And substantially on the plan indicated by this diagram [submitting diagram]?

Doctor GALLOWAY. You have them reversed. Here is the present administration building [indicating].

Mr. SMITH. That lies south of that. I put north to the top, as we usually do in a map.

Doctor GALLOWAY. This is the longer wing [indicating].

Mr. SMITH. I have no knowledge of the dimensions, so that I do not attempt to conform to them. Now, the outside lines are such that A consists of a building lying east and west, with a wing extending from its extreme eastern end to the south?

Doctor GALLOWAY. Yes.

Mr. SMITH. B is a building in which the main building runs east and west, with a wing from the extreme western end running south?

Doctor GALLOWAY. That is right.

Mr. SMITH. What is the distance between these buildings, A and B?

Doctor GALLOWAY. That is approximately, I should say, 175 feet.

Mr. SMITH. At the west end of the building A you have a part marble construction and part brick?

Doctor GALLOWAY. Yes, sir.

Mr. SMITH. And 35 feet in the center is of brick?

Doctor GALLOWAY. About 30 feet.

Mr. SMITH. The same is true of the east end of B?

Doctor GALLOWAY. Yes.

Mr. SMITH. Without meaning to intimate that you have in contemplation in the immediate future the erection of an administration building, is it not a fact that those brick spaces were left there with a view to allowing the connection of corridors with another building, if one should be erected?

Secretary WILSON. Sure, sure! You are right about that.

Mr. SMITH. Is it not a fact that the back end of both wings reaches nearly to B street?

Doctor GALLOWAY. Yes; to the curb line.

Mr. SMITH. The face on B street, on both sides, is of common brick, is it not?

Doctor GALLOWAY. Yes.

Mr. SMITH. And that common brick extends clear to the ground, does it not?

Doctor GALLOWAY. Clear to the ground; yes.

Mr. SMITH. Where there is an inner side of both the main building and the wings you have marble up to the first story and then white brick. Is not that true?

Doctor GALLOWAY. Yes.

Mr. SMITH. Is it not a fact that this face upon B street at both wings is also constructed like the face here, with a view to the ultimate extension, if so desired, of these buildings across B street and the formation of a grand quadrangle there?

Doctor GALLOWAY. Yes; at some future time if it is desired to do so.

Secretary WILSON. That is what I am trying to impress upon you, gentlemen, that I am building so that in future you could add to it.

Mr. SMITH. I wanted to make it plain in what sense that was true, Mr. Secretary, and where those places were.

Secretary WILSON. We have arranged the four parts of the building for extensions whenever it shall please Congress to make the extensions, and I have been living under the impression that we have been doing creditable work.

Mr. BROWNLOW. And you thought it extremely unwise to do it in any other way?

Secretary WILSON. Yes; and it would be reprehensible not to do it that way.

Mr. TAYLOR. You have convinced me of the desirability of doing that, but you have not convinced me that you had authority of law to go along with it that way. As to your integrity of purpose I have never had doubt, as to the wisdom of what you have done I have

never had doubt, but as to its being in conformity with law I have serious doubt. I would like to be relieved of that doubt.

Secretary WILSON. You take a law and pass it without consulting a soul in the Agricultural Department with regard to our necessities. The man who drafted the law came pretty near it, and I made the most of it.

DEPARTMENT OF AGRICULTURE,  
OFFICE OF THE SECRETARY.  
Washington, D. C., May 14, 1906.

Hon. J. A. TAWNEY,  
*Chairman Committee on Appropriations, House of Representatives.*

DEAR MR. TAWNEY: In compliance with the request made by you when I was before the Committee on Appropriations a few days ago, I beg to submit herewith a statement showing the number of employees in the Department of Agriculture in Washington on February 9, 1903, the date when the act authorizing the erection of the Department building was passed; the number of employees in Washington on September 8, 1904, the date on which I approved the plans for the new building, and the number of employees on May 1, 1906. The tabulated data shows, furthermore, the total number of employees both inside and outside of Washington, together with the amount of floor space occupied at the time of the passage of the bill and that occupied at the present time.

In this connection I would like to call special attention to the fact that the number of employees in Washington shifts from time to time as field men are required to come in and carry on laboratory investigations. Probably the figures given represent a fair average of the number of people who are actually engaged in work in Washington and those who are at work in the field, taken the season through. The figures as given are exclusive of the Weather Bureau, which has separate buildings and which has not been considered in this matter at all. This is in accordance with your own request.

It appears from the statement given that there were in Washington at the time the bill became a law 1,037 employees; on September 8, 1904, or nine months later, when the plans were approved by me, there were 1,229 employees, an increase of 18.5 per cent. On May 1 of this year there were 1,478 employees, an increase of 42 per cent over the number noted February 9, 1903.

At the time the bill passed there were employed in and outside of Washington 2,520 people; at the time the plans were approved this number had been increased to 3,087, and on May 1 of this year the employees inside and outside of Washington numbered 3,920. Please bear in mind that all these figures are exclusive of the Weather Bureau.

In the statement made before the committee I called attention to the number of square feet occupied by the Department when the bill passed, February 9, 1903. The figures given were 137,963 square feet. These figures were correct. The figures given as to the floor space now occupied were not entirely correct, however. They were necessarily made hurriedly the night before, and since that time I have had the buildings carefully remeasured and find that the total floor space now occupied is 249,151 square feet instead of 211,521. I find, furthermore, that the figures given as to the rents were not entirely correct, as stated by me before the committee, and I wish to correct them here. After carefully reviewing the matter through our disbursing office I find that the total rent paid when the bill was passed amounted to \$21,700; the total rents paid now are \$46,372.96. There has been an increase in the floor space occupied of 80 per cent, and an increase in rentals since the bill passed of 114 per cent.

In accordance with your request, I am also sending drawings showing the location and floor plans of the two segments of the structure we are now erecting. You will see that the drawings show (1) north elevation; (2) south elevation; (3) east end elevation and west elevation; (4) south elevation of wing; (5) transverse section showing east elevation of wing; (6) subbasement plan; (7) first-floor plan; (8) second-floor plan; (9) third-floor plan; (10) fourth-floor plan; (11) attic-floor plan. The two sets of drawings will be seen, are identical for the two segments.

Trusting this data will answer your purpose, and assuring you that I am glad to furnish any further information within my power, I remain,

Very truly, yours,

JAMES WILSON. JW

*Memorandum in re number of employees of, and floor space occupied by, the Department of Agriculture, exclusive of the Weather Bureau.*

Date.	Number of employees.		Floor space occupied.	Annual rental.
	In Washington.	In and outside of Washington.		
Feb. 9, 1908 (date of passage of bill authorizing erection of buildings).....	1,087	2,520	Sq. feet. 137,968	\$21,700.00
Sept. 8, 1904 (date of approval of plans).....	1,229	3,087		
May 6, 1906.....	1,478	3,920	249,151	46,372.96

## OKLAHOMA TOWN-LOT FUND.

**STATEMENT OF HON. E. A. HITCHCOCK, SECRETARY OF THE INTERIOR, ACCOMPANIED BY MR. JAMES I. PARKER, CHIEF OF THE DIVISION OF LANDS AND RAILROADS, AND MR. GEORGE W. EVANS, CHIEF OF THE DIVISION OF DISBURSEMENTS, DEPARTMENT OF THE INTERIOR.**

The CHAIRMAN. Mr. Secretary, the subject concerning which we desire to interrogate you, and upon which you can probably give the committee some information, has developed in the hearings on the matter of the receipt of public funds and miscellaneous receipts, their expenditure, and the accounting for them to the Department. In the investigation it has developed that under the act of March 3, 1901, authorizing the sale of certain town lots in certain towns in the Territory of Oklahoma you realized from those sales a sum aggregating about \$738,000; and the same or a subsequent act authorized the erection of certain buildings in those towns and certain other municipal improvements, the cost of which was to be met out of the proceeds of the sale of these town lots. It has also developed that this money has not been paid into the Treasury of the United States as a part of the general fund of the Government, but has been deposited in the subtreasury at St. Louis to your credit, and that payments for these improvements which were authorized by the act have been made by you upon the vouchers submitted by the Geological Survey, which, under your direction, was authorized to make the improvement; and there has been no audit of these expenditures and no account made to the proper accounting office for the receipt of the money or the expenditure of the same.

That, in substance, is the testimony which has been given to the committee. And the committee felt that, in the interest of the public service and justice to yourself, we should ascertain the facts from your standpoint. We would like to have you make a statement regarding the whole subject-matter.

Secretary HITCHCOCK. May I ask, in the first place, Mr. Chairman, who the person is that you referred to as making the statement?

The CHAIRMAN. I say that we were making an investigation of the subject of expenditures and receipts of public funds, and we have submitted to all of the Departments an inquiry, which you received.

Secretary HITCHCOCK. We got that.

The CHAIRMAN. As I say, we have submitted an inquiry as to what funds there were, and what funds the Departments or heads of bureaus had received, if any, that had not been deposited in the Treasury of the United States or accounted for to the proper accounting officers. When the Auditor for the Interior Department was here, during the hearings, the fact was developed that under the authority of the act of March 3, 1901, this amount had been received and had not been turned into the Treasury to the credit of the general fund, but deposited somewhere, he did not know where.

Then, following that, we had the Commissioner of the General Land Office here in respect to the estimates for his Bureau, and, in that connection, he was asked some questions concerning whether or not he knew anything about it, and it developed that the sales had all been made under his supervision. He gave us the information as to where the money had been deposited, and to whose credit, as he understood it. The expenditure of money was not made under his Bureau, so we had the Director of the Geological Survey before us, who informed us that the expenditures and improvements were made through his Bureau, and the vouchers were all made up on the basis of the contract for the construction of these buildings and improvements and forwarded to the Secretary of the Interior, but beyond that he did not know. So that we felt that we ought to have a statement from you as to the facts, in view of the fact that you had received and administered the funds.

Secretary HITCHCOCK. Mr. Chairman, I am very glad to give you the detailed information, but may I ask who made the statement as to whether it was money not turned into the Treasury—

The CHAIRMAN. The Auditor for the Interior Department.

Secretary HITCHCOCK. Mr. Person?

The CHAIRMAN. Mr. Person. I have his testimony here.

Secretary HITCHCOCK. No matter about that—

The CHAIRMAN. I asked him these questions, and these were his answers:

The CHAIRMAN. Is not this fund in the Treasury Department?

Mr. PERSON. No, sir.

The CHAIRMAN. It is not?

Mr. PERSON. No, sir; never has been.

The CHAIRMAN. Never has been deposited in the Treasury?

Mr. PERSON. No, sir.

The CHAIRMAN. Does not the law require it to be deposited?

Mr. PERSON. Undoubtedly.

The CHAIRMAN. I mean, does this act to which I have referred provide that it shall be kept or deposited where the law requires all public moneys to be deposited?

Mr. PERSON. There is a question, I think, of doubt—not in my own mind—but it is a question whether this fund was ever required to be deposited in the Treasury; but there is no doubt upon the part of any well-informed person that I have ever heard discuss the matter that it ought to be accounted for, and I do not see really how there can be any question of doubt about it.

The CHAIRMAN. This fund is derived from the sale of property belonging to the Government?

Mr. PERSON. Yes.

Secretary HITCHCOCK. I asked the question, Mr. Chairman, because a representative of the Auditor of the Treasury Department, selected by Mr. Person, signed the report, of which you have a copy, and you will find in that report—there were two—

The CHAIRMAN. They were appointed for the Comptroller of the Treasury and for the Auditor by authority of the Secretary of the Treasury.

Secretary HITCHCOCK. That is right. I suppose you have the names—Mr. N. M. Ambrose and Mr. P. E. Northup. Mr. Ambrose represented the Comptroller, and Mr. Northup represented the Auditor for the Interior Department at the Treasury Department. They said in the course of that report, after a careful examination of all the vouchers that were paid on this work that was done—

the vouchers were generally in proper form as evidence of payment and of that for which payment was made, the purposes for which expenditures were made being within the statutes providing for the expenditures. The vouchers for salaries and allowances of county officers and other expenses for county government bear the approval of the county commissioner and governor of the Territory of Oklahoma and indicate the close scrutiny of the latter, his approval in many cases being for a reduced amount, which in all cases was followed in the payment of vouchers.

Now, Mr. Chairman, I want to say that the act of March 3, 1901, authorized and directed the Secretary of the Interior to take charge of and dispose of—in the first place, to segregate—three counties and three county seats, one in each of these counties, they being Lawton, Anadarko, and Hobart. Governor Richards was sent down to superintend the laying out of the town sites, to supervise the sale at auction, which he did; to take the proceeds which represented each day's sale in cash, and at the end of each sale those proceeds that were paid in cash were sent to the nearest express office under a detail of cavalry and by the express company taken and delivered to the office of the subtreasury at St. Louis. And I think you will find before you get through that this was expressly authorized by the law.

The CHAIRMAN. Right there, Mr. Secretary, as I recall the Commissioner's testimony, the money was sent as you have stated, but the treasurer at St. Louis was in doubt as to the credit of what particular fund the money should be received and deposited, that there was some question in regard to that, which was finally disposed of, as the Commissioner thought—although he was not certain—by direction from Washington that the money be received and deposited to the credit of the Secretary of the Interior. Was it so deposited?

Secretary HITCHCOCK. Yes; it was. Here is a copy of a letter, of which we have the original, addressed to—

Mr. E. P. HOLCOMBE.

*Town-site Commissioner, Hobart, Okla.*

SIR: I have received your deposit by express for credit to the Secretary of the Interior. I have no instructions from the Secretary of the Treasury in regard to these funds, but will forward you receipt as soon as I receive an answer to a letter written to him yesterday, asking him how these funds are to be disposed of.

Respectfully,

B. G. FARRAR.

*Assistant Treasurer, United States.*

The second letter is dated May 4, 1905, and is as follows [reads]:

OFFICE OF THE ASSISTANT TREASURER OF THE UNITED STATES,

*St. Louis, Mo., May 4, 1905.*

E. P. HOLCOMBE,

*Room 362, Land Office, Washington, D. C.*

SIR: Replying to your letter, dated May 2, 1905, I beg to say that the sum of \$1,130, transmitted to this office with your letter dated August 6, 1901, was received August 12, 1901. You were advised in a letter from this office,

dated August 10, 1901, that I had written to the honorable Secretary of the Treasury in regard to the method of disposing of these funds. I inclose a copy of this letter.

On August 10, 1901, \$4,000 was received from you; on August 12, \$10,430, and also \$7,915. These four remittances make a total of \$23,475.

On August 12, 1901, a telegram was received from the Secretary of the Treasury directing the manner in which these deposits were to be made. This aggregate amount—\$23,475—was deposited to the credit of the Secretary of the Interior, on account of the Hobart town-site fund, and certificate of deposit No. 273, of the date of August 13, 1901, and the duplicate part sent you.

Respectfully,

R. P. JOHNSON,  
*Acting Assistant Treasurer, United States.*

We wrote to the Secretary of the Treasury—that is, a letter was addressed to the Secretary of the Treasury, signed by Thomas Ryan, Acting Secretary—under date of January 23, 1902, as follows:

DEPARTMENT OF THE INTERIOR,  
*Washington, January 22, 1902.*

THE SECRETARY OF THE TREASURY.

SIR: I have the honor to request that this Department be furnished with a book of 500 checks on the United States assistant treasurer, St. Louis, Mo., for use of the Secretary of the Interior in the disbursement of the fund derived from the receipt of sales of town lots in Oklahoma, as provided in the act of March 3, 1901 (31 Stat. L., 1093-1094).

Respectfully,

THOS. RYAN,  
*Acting Secretary.*

Those check books were furnished February 9, 1902, specially prepared for the signature of the Secretary of the Interior by order of the Secretary of the Treasury, and they were used in connection with all of these disbursements.

Here is a little statement which the finance clerk has given me, and which I think I ought to read (reads):

[Memorandum by the Secretary of the Interior.]

MAY 10, 1906.

The receipts from the sales of town lots in Oklahoma, under the provisions of the act of March 3, 1901, were deposited with the United States assistant treasurer at St. Louis, Mo., to the official credit of the Secretary of the Interior. All expenditures therefrom were made by the Secretary of the Interior per his official check. Every disbursement made has been supported by proper voucher, which before payment received administrative examination in the division of lands and railroads, office of the Secretary of the Interior. All checks in payment from this fund were drawn by the chief of the financial division, office of the Secretary of the Interior, and all such checks were signed by the Secretary of the Interior. The record of disbursements and all vouchers properly approved by the Secretary of the Interior are filed in the said financial division. A transcript from the assistant treasurer at St. Louis of checks paid is sent monthly to the Secretary of the Interior. The same is compared and verified, and report is made promptly to that office within two days of its receipt.

The account of the Secretary of the Interior, as above, has been examined and audited by the expert accountants from the office of the Comptroller and the Auditor of the Interior Department from the beginning, December 1, 1901, to December 31, 1904, and reported correct. The Department is waiting for the examination and audit by the Treasury officials of this account, from January, 1905, to date.

*Sale of town sites in Oklahoma.*

Lawton town site:

Receipts .....	\$412, 361. 48
Disbursements, October 1, 1901, to May 9, 1906.....	277, 891. 63
Balance on hand.....	<u>134, 469. 85</u>



Hobart town site:

Receipts -----	130,957.50
Disbursements, October 1, 1901, to April 28, 1906.-----	103,926.94
Balance on hand -----	27,030.56

Anadarko town site:

Receipts -----	186,932.89
Disbursements, October 1, 1901, to April 28, 1906.-----	177,563.13
Balance on hand -----	9,369.76

Now, the details, if you care to hear them, of the receipts and expenditures are as follows—

The CHAIRMAN. We do not care about the details of expenditures; and I will say, Mr. Secretary, that none who has appeared before the committee has questioned the integrity of these disbursements, or the manner of depositing and receipting for the money. It is a question of administration. The law expressly provides:

Every officer or agent of the United States who receives public money which he is not authorized to retain as salary, pay, or emolument shall render his accounts monthly. Such accounts, with the vouchers necessary to the correct and prompt settlement thereof, shall be sent by mail or otherwise to the bureau to which they pertain within ten days after the expiration of each successive month, and, after examination there, shall be passed to the proper accounting officer for settlement. \* \* \* In case of the nonreceipt at the Treasury or proper bureau of any accounts within a reasonable and proper time thereafter, the officer whose accounts are in default shall be required to furnish satisfactory evidence of having complied with the provisions of this section. (Sec. 3622, Rev. Stat., as amended, 1877 and 1894.)

The Secretary of the Treasury shall, on the first Monday of January in each year, make report to Congress of such officers and administrative departments and offices of the Government as were, respectively, at any time during the last preceding fiscal year delinquent in rendering or transmitting accounts to the proper offices in Washington and the cause therefor \* \* \*. (29 Stat., 179.)

All accounts of receipts and expenditures of public moneys, except those relating to the postal revenues and expenditures therefrom, are required by law (28 Stat., 208) to be kept upon the books of the Division of Bookkeeping and Warrants in the Treasury Department under the direction of the Secretary of the Treasury.

The Secretary of the Treasury is required by law (28 Stat., 210) annually to lay before Congress, on the first day of the regular session thereof, an accurate combined statement of the receipts and expenditures during the last preceding fiscal year of all public moneys.

This being public money, and the statutes expressly requiring that all public money shall be deposited in the Treasury of the United States, the question arose as to what authority, if any, there was for depositing this large sum of public money in the Treasury of the United States in the way that prevented it from becoming a part of the general fund, and of course not included in the financial statement which the Secretary of the Treasury is required to submit to Congress annually. Of course, if there is any considerable amount of public money held out of the Treasury in this way, or out of the general fund in the Treasury in this way, it is impossible for Congress to arrive at the amount of public funds—that is, the receipts for the preceding year. It is therefore a question of administration. It is not a question that involves the integrity of any officer, yourself or any other officer, in connection with this fund.

Secretary HITCHCOCK. We did not suppose that for a moment. The idea in your mind is as to the regularity or irregularity of the

methods adopted. We deposited the money in the first place in the Treasury—that is the subtreasury, but not the Treasury here in Washington. We acted on the advice of Judge Vandeventer, at that time the chief of the law division of our Department, and who is now judge of the court of appeals of the eighth circuit. Whatever we did in respect to the deposit of this money and the drawing out of the money was done under his advice; that is to say he told us that that was the proper thing to do. And this letter, it seems to me, was sufficient notice that if there was any irregularity, or exception taken by Mr. Person or anybody else, this letter written by Judge Ryan in 1902 asking for check books specially made to draw out these deposits from the subtreasury at St. Louis by the Secretary of the Interior meets that question.

Mr. SULLIVAN. Did Judge Vandeventer give you a written opinion? Secretary HITCHCOCK. Yes, sir.

Mr. PARKER. Not on the general question, but on the question of whether we had the right to pay the salaries of the county officers from that fund.

Mr. SULLIVAN. There is no question about that; but did he give you a written opinion upon the legality of making deposits in the subtreasury to your credit so that the fund would not appear upon the books of the Treasury Department?

Secretary HITCHCOCK. That question was never asked.

The CHAIRMAN. Are you familiar with the decision of the Secretary of the Treasury, Mr. Gage, on this subject? Secretary Gage said:

When a public officer assumes the duty of collecting funds properly collectible by another public officer, he also assumes the duty of accounting for such funds in the manner prescribed by law and regulations. \* \* \* If it were conceded that the receipts of public or trust moneys need not be accounted for, it would be an easy step to the concession that the disbursements of such funds need not be accounted for. (Comp. of Treas. to Sec. of Treas., Dec. 13, 1900.)

It seems clearly to be the duty of an officer of the United States who receives moneys which belong to the United States, either in his own right or as trustee, to render such full and explicit account as will admit of a proper and exact audit. (Sec. of Treas. to Sec. of Int., July 10, 1900.)

That was a decision which he rendered in 1900 on the matter. Now, allow me to ask why is it that those accounts have not been audited?

Secretary HITCHCOCK. They have been audited as we understand it.

The CHAIRMAN. This committee, consisting of two, one appointed by the Comptroller of the Treasury and another by the Auditor under authority of the Secretary of the Treasury, was the result of the fact that the Auditor, we are informed, failed, or his examiner did, to obtain possession of the papers, whereupon the matter was reported to the Secretary of the Treasury; and this committee was then appointed by the Comptroller and by the Auditor, and were to secure these papers and examine them. But they have never passed through the hands of the Auditor, and the accounts can not be audited because the fund never has been in the Treasury. The vouchers have been paid, but there has been no audit such as has been followed in other expenditures of that kind up to the present time.

Secretary HITCHCOCK. When you say that they "failed," in what respect do you mean, Mr. Chairman? My recollection is that we asked for this audit. I don't know that any application ever was

made to us on this question—for these vouchers—and that they were refused; and that is what I imply from your remarks.

The CHAIRMAN. He gave us a detailed statement of what was done in respect to the matter of obtaining the amount of this fund, and how it had been disbursed. Mr. Person made the statement, as I now recall it, that the Comptroller directed his examiner to look into the matter, and was unable to obtain any information regarding it. And thereupon the Auditor reported the fact to the Secretary of the Treasury, which resulted in the appointment of this committee of two that made the examination and the report which you have, and a copy of which Mr. Person gave the committee and which is incorporated in the record.

Secretary HITCHCOCK. Mr. Chairman, Mr. Parker is the chief of the land and railroad division; had all to do with this correspondence and the examination of these vouchers as they came through the Geological Bureau to our office; and Mr. Evans, who has been the financial chief for many, many years—twenty or thirty—can answer questions as to whether any application was ever made by anybody connected with the Treasury Department, and whether such application was refused, or if there was any hesitation in giving any information, or any voucher, or permitting them to make any examination that they chose to make. I was under a different impression. I thought the boot was on the other leg—that we requested it—

Mr. PARKER. We did substantially request it by requesting them—

The CHAIRMAN. This is what I had in mind, Mr. Secretary [reads]:

The CHAIRMAN. Is the expenditure of the money out of this fund accounted for by the Secretary of the Interior to the Treasury Department, or to any other officer of the Government?

Mr. PERSON. No, sir.

The CHAIRMAN. You are not required to audit the expenditures out of that fund, and do not audit them?

Mr. PERSON. I am required by law to audit all expenditures arising from all sales, or all receipts and disbursements arising in the Interior Department.

The CHAIRMAN. The law requires you to audit all receipts and disbursements of the Interior Department for the Treasury?

Mr. PERSON. Undoubtedly.

The CHAIRMAN. And you have never been called upon to audit these accounts? They have never come to your attention?

Mr. PERSON. No, sir. There has never been account rendered for those moneys to the Treasury Department.

The CHAIRMAN. Do you know where they are deposited?

Mr. PERSON. Only by such information as I get from the reports of the Department.

The CHAIRMAN. Who draws the checks in payment of vouchers?

Mr. PERSON. I do not know anything about it. I had, under authority of Congress, conferred upon the accounting officers a few years ago, conferring upon them the authority to examine the accounts and books and records and so forth of any office within the District of Columbia, proceeded something over a year ago to make an examination of the records in the Interior Department with reference to these receipts and expenditures.

The CHAIRMAN. What was the result of your investigation?

Mr. PERSON. The Comptroller of the Treasury cooperated with me, and appointed an agent who cooperated with my agent in making an investigation of these moneys, receipts, and expenditures. That is the only official information which I have. That is found in the reports made by those agents.

The CHAIRMAN. Have you that report?

Mr. PERSON. Yes, sir.

The CHAIRMAN. Can you state just in brief the substance of the report, and then give it to the stenographer and let him incorporate it in connection with your testimony?

Mr. PERSON. The report found that there had been received something over \$700,000 as the proceeds of the sale of public lands incorporated in those town sites in three different towns in Oklahoma.

And then again he says:

The CHAIRMAN. You can not tell just now what the balance is?

Mr. PERSON. No; I have not any means of stating that now. The balance they found due at that time would be diminished monthly because these disbursements are continually proceeding, and the Interior Department would have to furnish you that information as to that balance. The Treasury Department can not give you that information.

That would seem that there has not been an audit of the expenditures since this report was made.

Secretary HITCHCOCK. We have been waiting on the Treasury Department to send its auditors to audit these vouchers which remain—

The CHAIRMAN. How does the Auditor audit other expenditures? Does he come and get the papers, documents, vouchers, and receipts?

Secretary HITCHCOCK. No; I do not think he does, but this was regarded, and has been all along—I will say frankly that this was for our own protection in the Department. But I have not heard any statement where we failed to meet anybody from the Treasury Department, failed to make answer to any question that was asked us; and I think that needs explanation from Mr. Person. We have no record of anybody from the Treasury Department applying to us for some of these vouchers, and that some one applying had been declined.

The CHAIRMAN. Mr. Hitchcock, why do you not treat these receipts and disbursements as you would receipts and disbursements arising from the sale of any other Government property?

Secretary HITCHCOCK. We were led to do that for the simple reason that we have always understood from the first that this was a special fund to be disbursed in a special way, the amount to be placed to my official credit in St. Louis, in the subtreasury of the Treasury Department, and we have acted upon that theory all the way. Now, if Mr. Shaw in 1905—

The CHAIRMAN. Right there, if you will pardon me, I would like to ask you if you treat the reclamation fund in the same way?

Secretary HITCHCOCK. No; those vouchers are sent in—

The CHAIRMAN. Do you deposit the receipts from the reclamation fund in the Treasury, or in the subtreasury, to your official credit, or do they go to the credit of the reclamation fund?

Mr. PARKER. Excuse me, but the fund from which the reclamation fund is derived is derived from the sale of public lands, and that goes into the Treasury in a manner prescribed by law.

The CHAIRMAN. So was this fund derived from the sale of public lands; and the reclamation fund is charged with the same obligation that this fund was charged with—not with the same obligation, but the same character of obligation—that is, it was to be expended for a specific purpose which Congress had authorized, and there is no distinction between the two.

Mr. PARKER. The fund derived from the sale of public lands is paid to the receiver of a local land office, turned into the Treasury in his account; that fund is created in that way. This was a special

act, as we have always understood, created for a special purpose, and to be disbursed in a special way.

The CHAIRMAN. Why is not the money that is turned over by the receivers of the land offices from the sale of public lands for the reclamation service treated in the same way that you treated this fund?

Secretary HITCHCOCK. Simply because this was a special fund, as we understood it, to be placed in the subtreasury subject to my order as Secretary of the Interior.

The CHAIRMAN. There is nothing in the act—here is the act authorizing the sale of this property and also directing that the proceeds should be applied to a specific purpose named in the act. There is nothing, however, to indicate that it was the intention of Congress that this fund should not be treated as all other funds similarly created are treated; or that this fund should not go into the Treasury of the United States, to be paid out in the ordinary way for the specific purposes for which Congress authorized it to be paid.

Secretary HITCHCOCK. I do not see why, if in January, 1902, Judge Ryan, as Acting Secretary, asked the Secretary of the Treasury for these check books to be used and printed for signature, for money to be drawn from the subtreasury at St. Louis by the Secretary of the Interior—why that was not notice given at that time; and if there was any irregularity in this matter, they should have called our attention to it.

Mr. SULLIVAN. Do you know whether or not that letter got to the Secretary of the Treasury and received his personal attention?

Secretary HITCHCOCK. We would not attempt to answer that at all.

Mr. SULLIVAN. It is quite possible that it may, in the ordinary routine administration of the office, never have reached the Secretary of the Treasury. But even if it did reach him, there is no question concerning the legality of the proposed proceeding put up to him directly, but rather inferentially, in that letter.

Secretary HITCHCOCK. If there had been anything irregular it seems to me his intention would have been to decline to give check books to allow the drawing out of this money from the subtreasury because of its irregularity.

Mr. SULLIVAN. If the question was before him, then his opinion would have been of some value. But in this case if the question was raised it was raised only inferentially.

Secretary HITCHCOCK. We knew that we were going to have certain specific things to do. We had a temporary organization in the form of commissioners. We were authorized to go ahead and pay these commissioners up to a certain time until the taxes came in. Then later we were authorized by Congress to appropriate \$150,000 for Lawton, \$60,000 for Anadarko, and \$50,000 for Hobart, and we went on through the geological engineers making these improvements which were called for, court-houses, roads, jails, bridges, and all sorts of things; and it was with a view of expediting those payments and drawing directly on the money that was put to the credit of the Secretary at the subtreasury in St. Louis and with a view of closing these things up that we did that. We never dreamed for a moment that there was any more reason why these things should go to the Auditor of the Treasury—

Mr. SULLIVAN. When that letter was written by Mr. Ryan, your Department did not have the least idea that the Secretary of the Treasury would refuse the check books?

Secretary HITCHCOCK. No; of course not.

Mr. SULLIVAN. So that your opinion was made up in advance of the writing of that letter?

Secretary HITCHCOCK. We felt that that was all that was necessary, although we may have been mistaken.

Mr. SULLIVAN. That letter was not written for the purpose of determining the legality?

Secretary HITCHCOCK. Oh, no. We had this money in the sub-treasury at St. Louis, and proposed to use it in payment of these claims down there, and I asked for check books that we might draw the money necessary to pay these claims.

Mr. SULLIVAN. Mr. Secretary, was it on account of anything in the wording of the statutes, or was it in consequence of any opinion given you, or in consequence of any procedure established in any other Department of the Government, that you made this construction of the law upon which you have acted?

Secretary HITCHCOCK. My recollection is that we consulted about it, talked about it in the law department, Judge Ryan and myself, and Judge Vandeventer; and we thought that this fund was a special fund, to be used in a special way for these improvements, prorated according to the amount received—

Mr. SULLIVAN. What did you base your reason upon that this was a special fund—upon the reading of the statute itself?

Secretary HITCHCOCK. Based upon the general idea that this was a peculiar thing to begin with—the segregating of three counties, establishing town sites, and making improvements. It was considered a special thing in itself all around.

Mr. SULLIVAN. Had there been similar action to that taken in your Department by any other Department which served as a precedent?

Secretary HITCHCOCK. No, sir; this is the only transaction we ever had.

Mr. TAYLOR. Conceding that it was a special fund, and it seems to me you are right on that—it was a special fund—and the law seems to have been *sui generis*, would that have avoided the necessity for accounting to the General Treasury of the United States in regard to that fund, for that is the only question that appears to me to be before us?

Secretary HITCHCOCK. If that law which the chairman has read, binding, of course, upon all transactions of all kinds, whether special laws or not, then of course—

Mr. TAYLOR. Is that a proper law, to keep account of all of the transactions of the Government?

Secretary HITCHCOCK. Undoubtedly that is the whole question.

The CHAIRMAN. In addition to that, Mr. Secretary, ought you not, for your own protection, and ought not the Government, for its protection, require the audit of these accounts, these expenditures, just the same as any other expenditures from funds received from the sale of public property?

Secretary HITCHCOCK. I don't think, Mr. Chairman, anybody desires to be more particular than I do. I have subjected myself to

severe criticism because of my critical way of doing things. Now, I can not yet recall for one moment any application made by the Treasury Department that we felt we should respond to.

The CHAIRMAN. The question then arises, is it the duty of the Treasury Department, or the representative of the Treasury Department and your Department, or would it be practicable for him to apply for vouchers and the accounting of expenditures of public funds in order to audit them? How would he know what funds were received or what expenditures were made unless the Department which he is appointed to audit the accounts for submits its accounts both as to the receipts and expenditures to be audited?

Secretary HITCHCOCK. I don't know to what extent the Auditor looks after the details of the Interior Department in the Treasury Department, but when we asked for a sufficient number of check books to draw this money, books to be prepared for the signature of the Secretary of the Interior, somebody should have called to our attention the irregularity of that transaction, if it was irregular.

The CHAIRMAN. But even conceding that, Mr. Secretary, the expenditures, the items that were paid by the checks which you issued, ought to have been properly audited, ought they not?

Secretary HITCHCOCK. They would go directly, I suppose, from the subtreasury to the Treasury—how is that, Mr. Evans?

Mr. EVANS. The checks do, I believe, but not the vouchers.

Secretary HITCHCOCK. I don't say vouchers, I say checks.

The CHAIRMAN. Isn't the auditing for the purpose of ascertaining whether or not the payments which have been made have been authorized by law?

Secretary HITCHCOCK. When the checks came in from the subtreasury, signed by me, and in relation to this fund, why was not our attention called to it, if there was any irregularity?

The CHAIRMAN. That is a matter that I did not interrogate the Auditor upon the other day. The law requires the Secretary of the Treasury also to report to Congress the delinquency of any officer for failure to account for receipt of public moneys, but the explanation was made that the Treasurer could not make such report to Congress unless he had knowledge of the fact that the money had been received; that that knowledge could be obtained only by the officer reporting the receipt of the money, and then the investigation could be made as to whether all the money had been received and properly expended. As I understand it, the purpose of an audit is to determine whether not only the proper amount has been expended, but whether the expenditure has been for the purposes authorized by law; and unless the Department for which the Auditor of the Treasury Department is acting submits to him a statement of receipts and expenditures, I am unable to see how the Auditor could perform his duty in that respect.

Secretary HITCHCOCK. That is perfectly correct, Mr. Chairman. But my point is simply this, that after we applied for those check books, to be made up in a certain way, and had begun to use those books, and the checks had come back from the subtreasury to the Treasury, if there were any irregularities in the *modus operandi*, my attention ought to have been called to it, and if that had been done, it would have been immediately attended to. That notice

should have been sufficient to have called to their attention what they now claim is irregular on our part. I may be wrong about it, but I think not.

The CHAIRMAN. Are there any other funds administered by you as Secretary of the Interior that have not been deposited in the Treasury or accounted for to the Treasury Department?

Secretary HITCHCOCK. Not one; and this we thought was a special transaction from start to finish; the whole thing was a peculiar, special transaction.

The CHAIRMAN. It is identical, on the same lines, with the reclamation fund, as to expenditure.

Secretary HITCHCOCK. No; it is different.

The CHAIRMAN. Isn't it a fact that there is some twenty-odd thousand dollars that have been received from the sale of condemned property in the Reclamation Service—

Secretary HITCHCOCK. That comes in through the Land Office, and all those funds have gone for years past right into the Treasury. This fund, as I understood it, was created by special legislation and was to be held for special purposes undetermined at the time of the sale; and later on legislation was had, appropriations made, and we were directed to carry out that legislation and those appropriations.

The CHAIRMAN. When were the appropriations made?

Mr. PARKER. The date of the subsequent acts? One act dated 30th of June, 1902, and there was one passed on the 14th of March, 1906.

Secretary HITCHCOCK. Mr. Sullivan, you spoke a moment ago about the point as to whether I knew that letter had been received by the Secretary of the Treasury personally. Of course we could not ascertain as to that, but the assumption is that it was carried to the Secretary of the Treasury.

Mr. SULLIVAN. I agree with you that the Treasury official would have received notice of the character of this fund from this letter.

Secretary HITCHCOCK. And it is a fact further that they did send check books in February. The check books were sent to us and we used them, and those checks came back and there was no exception taken to them.

Mr. EVANS. I would like to state, Mr. Secretary, for your information, that that was the first letter for 500 checks, and we have sent two letters to the Secretary of the Treasury since that time—one six months after, September, 1902, for 1,000 checks, and one February, 1906, for 500 more, and they were furnished.

The CHAIRMAN. Is this not true, that the Auditor of the Treasury is the accounting officer for the Department of the Interior?

Secretary HITCHCOCK. That is true.

The CHAIRMAN. And also that these checks do not go to the Auditor, that they do not pass through his hands at all? They were issued by you on the assistant treasurer at St. Louis, paid by him, and returned to the files of the Treasury Department. Therefore it would be impossible for the Auditor, the accounting officer of the Interior Department, to know anything about that expenditure unless the Department itself submitted to the Auditor the accounts that are thus paid for the purpose of having them audited in the general manner in which your accounts are audited by him.

Secretary HITCHCOCK. Why is it, on the other hand, Mr. Chairman, that the Auditor for the Interior Department in the Treasury Depart-



ment should have waited from January 6, 1905, when Congress was in session, to bring this matter up now, without calling our attention to it? He has let this thing go on now for over a year.

The CHAIRMAN. I think possibly this committee was responsible for bringing it up now. I don't think the Auditor for the Treasury Department did it. The information came to the committee indirectly.

Secretary HITCHCOCK. Of course whatever the committee calls for and orders done will be done. If it was found irregular on January 6, 1905, at the time of the Treasury examination of the account, why was not our attention called to it during this past year, and why was it not stopped a year ago?

Mr. TAYLOR. What was the date of that report?

Secretary HITCHCOCK. January 1, 1905. Mr. Shaw's letter is dated January 6, 1905. If there was any irregularity on our part, the Auditor of the Treasury should have called our attention to it a year ago.

Mr. SULLIVAN. I think, Mr. Secretary, if it was a question of doubtful law on the reading of the statute, that letter of Mr. Ryan's to the Treasury Department followed by the receipt of your checks by the Treasury Department constituted a course of procedure which would have justified you in acting as you have; but the question that troubles me is that the thing does not seem to be doubtful on its face.

Secretary HITCHCOCK. Was there any motive for our doing any other way in facilitating the business on which we were crowded by everybody in the Territory, and to save time—

The CHAIRMAN. No question of motive has been raised at all, and the question as to whether or not it was permitted was brought up by my letter to the Departments to ascertain whether this practice had grown to any extent in respect to the receipt of public funds and disbursements.

Mr. TAYLOR. They said it was absolutely a proper disposition of the money. There was no question about that.

Secretary HITCHCOCK. I would take it as a personal favor if you will let me know why the statement was made here that we failed to give the information asked for by the Treasury Department. That I do not want to submit to.

The CHAIRMAN. That is my recollection, although I fail to find it in the record.

Secretary HITCHCOCK. Did you ever hear of such an application being made and refused, Mr. Parker?

Mr. PARKER. Never any application refused.

Secretary HITCHCOCK. From the Auditor for the Treasury Department?

Mr. PARKER. Never have we refused the examination of any papers that we have there at any time.

Secretary HITCHCOCK. Do you know, Mr. Evans?

Mr. EVANS. No, sir. On the contrary, not only in this case, but in all other cases that have come from the Auditor for the examination of anything in the Department of the Interior it has always been permitted by the Secretary of the Interior, and in his absence I have taken the responsibility to furnish any information desired by the accounting officers of the Treasury Department on any financial subject.

The CHAIRMAN. Is it not a fact that this fund was regarded as in the nature of a trust fund to be administered by the Secretary of the Interior, and therefore your office did not consider that the receipts and expenditures of the money should be accounted for in the same way as the receipts of and expenditure of other public money? And is that not the reason the report was not made, and if it was asked for, why no report was made?

Mr. PARKER. No report was asked for.

The CHAIRMAN. When the representative of the Auditor called for this information he was informed that that was the way in which the Secretary regarded this fund, and for that reason it was not to be audited in the manner in which other funds were audited?

Mr. PARKER. I have no recollection of any proper requests having been denied.

Mr. EVANS. Mr. Chairman, if the Secretary will allow me, you will understand that this statute—the act of 1901 in regard to this matter of the sale of town lots in Oklahoma—is somewhat peculiar; more peculiar, I may say, than any other statute that we have ever worked under. Under that statute it was provided—

That the receipts from the sale of these lots in the respective county seats shall, after deducting the expenses incident to the surveying, subdividing, platting, and selling of the same, be disposed of under the direction of the Secretary of the Interior in the following manner.

Then it goes on to say in what manner they shall be disposed of, and provides that—

the bridges and roads and such other public improvements as the Secretary of the Interior shall deem proper, including the payment of all expenses actually necessary to the maintenance of the county government until the time for collecting county taxes in the calendar year next succeeding the time of opening—

The matter of reclamation of public lands was referred to a few moments ago. That statute provides differently. We have never had a statute to work under in the Department of the Interior before of the peculiar construction of this statute that I have just quoted; and as that money should be expended by the Secretary of the Interior, it was the conclusion which the Department arrived at at the time when this work commenced. The Department was undetermined just what should be done, and under date of July 19, 1901, the Acting Secretary prescribed certain forms, rules, and regulations for it. Among them was:

The Commissioner shall also make daily remittances to the subtreasury of the United States at St. Louis, Mo., of all moneys received by him from the sale of lots, for deposit in the name of the Secretary of the Interior as trustee of the town sites receipts of that particular town site, which must be named in the remittance.

The Commissioner will request the issuance of duplicate receipts for the moneys so deposited by him, one of which he will retain and the other of which he will promptly transmit to the Commissioner of the General Land Office. This is in addition to such notice as the subtreasury may give to the Treasurer of the United States.

And also:

The payment of the compensation of employees and expenses incident to the sale of the lots in each town site will be made by the Secretary of the Interior out of the proceeds of the sale of the lots in that town site.

That is addressed to Mr. Richards, the Commissioner of the Land Office. That is the mode of procedure as to the disposition of the amount, and what shall be done by the fund. That letter was based upon information that was verbal as to this town-site business, and it was verbally decided that that was the method that should be adopted.

Now, the peculiar wording of that law left no doubt but what it was in the discretion of the Secretary of the Interior to make these disbursements. The law very plainly, as we interpreted it, and as the Attorney-General of the Department interpreted it, says:

That the receipts from the sale of these lots in the respective county seats shall, after deducting the expenses incident to the surveying, subdividing, platting, and selling of the same, be disposed of under the direction of the Secretary of the Interior, etc.

The Attorney-General for our Department held that, owing to the peculiar wording of that statute, it being something different from any statute that we ever saw, it was within the province of the Secretary of the Interior as the custodian of this fund to make the payments provided for in the statute.

Mr. SULLIVAN. When did he give you that opinion?

Mr. EVANS. That was his opinion at the time he prepared this letter to the Attorney-General.

Mr. SULLIVAN. What date?

Mr. EVANS. Under date of July 19, 1901.

Mr. SULLIVAN. Have you got it there?

Mr. PARKER. The Assistant Attorney-General—he initialed that letter.

Mr. SMITH. Was that the opinion of the Attorney-General for your Department, in writing?

Mr. PARKER. He prepared those instructions himself.

Mr. EVANS. The letter was prepared in the Attorney-General's room, and he initialed this letter, which was virtually his opinion.

Mr. SMITH. You don't claim that he ever rendered any opinion, excepting inferentially, by approving a letter to this effect?

Secretary HITCHCOCK. We can not ask him an opinion upon everything that comes up; but when he writes a letter embodying an expression like that, an opinion like that, and puts his initial on it, we consider it equivalent to an opinion.

Mr. EVANS. The disbursements were made in accordance with that peculiar construction of that statute and in accordance with that letter as initialed by the Assistant Attorney-General for the Interior Department. As I said before, the language of this act is so peculiar, so different from anything I have ever handled in my life, in my twenty-five years of experience in financial affairs, that we were in doubt ourselves at the time as to what we should do, and were guided entirely by the advice of the Assistant Attorney-General for our Department, Mr. Vandeventer, now judge of one of the United States courts. This method of procedure was adopted, and so it has gone on for four years. In the meantime, however, the matter, in my personal conversation with the employees in the accounting offices for the Treasury Department, was talked over more than once, and no objection was ever intimated to me or raised that what the Secretary of the Interior was doing was not right. They never

raised the question. They were cognizant, and knew full well how those disbursements were made, in every manner, shape, and form. And in the personal conversation had with them frequently on this and other subjects, in my recollection, no accounting officer of this (the Treasury) Department ever raised an objection to this method of making these disbursements or ever stated that it was not correct.

I will state, in connection with this report, that the examination of the Secretary of the Interior's account by the accounting officers of the Treasury, which was made by two experts, one from the Comptroller's office and the other from the Auditor's office, carefully scrutinized, showed that they gave it as their opinion themselves that they were in doubt about it.

Mr. SMITH. Wasn't that more of a courteous doubt expressed to your Department in view of the situation?

Mr. EVANS. My experience has been that the accounting officers of the Treasury Department have not been in the habit generally of expressing courteous doubts to us on anything.

Mr. SMITH. But the mere reading of that led me to believe that that was simply intended as a courteous expression of doubt rather than to save your Department outright.

Mr. EVANS. Presuming that to be so, the accounts were kept in my office under the direction of the Secretary of the Interior in such manner and shape that they would be ready to hand to the Auditor of the Treasury or anybody else the moment they were called for if they concluded that they were the proper persons to receive those accounts and audit them.

Mr. TAYLOR. You had that in mind as a matter of doubt on your part whether or not you should account to the Treasury Department?

Mr. EVANS. Yes; on account of the peculiar wording of the statute, we were in doubt.

Mr. TAYLOR. Was that due to the fact that your regarded it as a special fund, and in the nature of a trust fund?

Mr. EVANS. I regarded it as a fund under the Secretary of the Interior, as trustee, as provided in the statute.

Mr. TAYLOR. Ought not a trustee to render a proper account?

Mr. EVANS. The Secretary of the Interior was prepared to render an account, and has always been prepared.

Mr. TAYLOR. A trustee or anybody else must render an account for money to the Treasury Department.

Mr. EVANS. I thought from the peculiar wording of the law—and I was not the only one that was in doubt—that the Secretary of the Interior was required to deposit the money in a subtreasury, on account of the wording of the statute, and disburse the fund.

Mr. SMITH. If there was any doubt, why was the doubt solved against the regular method of accounting?

Mr. EVANS. I don't know that it was.

Mr. SMITH. You did not deposit the money in the Treasury to the credit of the United States?

Mr. EVANS. The Secretary deposited it according to that statute.

Mr. SMITH. It does not say that it shall be deposited to the credit of the Secretary.

Secretary HITCHCOCK. Under our direction.

Mr. SMITH. That does not say so, by any means, or remotely indicate that, so far as I can discover.

Mr. SULLIVAN. It leaves the erection of the court-houses and the construction of bridges, roads, and other public improvements to the discretion of the Secretary.

Mr. SMITH. It is exactly as he is required to construct the Reclamation Service improvements.

Mr. EVANS. If you will allow me, the reclamation statute is entirely different from this in its language.

Mr. SMITH. It is not different, if you will pardon me, in its meaning. In both cases a specific fund from a specific source is set apart to be expended by the Secretary of the Interior for a specific purpose, and in neither of them is a word said about the Secretary of the Interior being a trustee of the public money, or anything about the public money. You found a situation in which the Secretary of the Interior was directed to expend certain receipts in a certain way. You say you were in grave doubt as to whether it should be paid into the Treasury as funds of the United States and drawn out under the appropriations contained in the law or kept in the personal custody and charge of the Secretary of the Interior and expended by him on his own responsibility. You solved that doubt, when you solved it, against the regular method of accounting of the National Government.

Mr. EVANS. I did not say I was in grave doubt. I said there was a doubt.

Mr. SMITH. I think you will find you made a stronger statement than that.

Mr. EVANS. I said that, as I had a doubt in the matter, I kept the accounts so prepared that if the accounts should be looked at from any other standpoint and if they should be required by the accounting officers of the Treasury we were ready to render them.

Mr. TAYLOR. Did it not occur to you, while holding that position, that you put the other Department in the attitude of reflecting upon you and demanding it from you?

Mr. EVANS. No; not of demanding it.

Mr. TAYLOR. If the accounts could not properly be required, why did you expect to be ready?

Mr. EVANS. The Secretary was ready. I said that I kept the account in such form for the Secretary that whatever he directed to be done with it could be done.

Mr. TAYLOR. Who was to make the call?

Mr. EVANS. The accounting officers of the Treasury.

Mr. SMITH. Is it the business of the accounting officers of the Treasury to hunt up officers who ought to account for the receipt of public money?

Mr. TAYLOR. Who ought to initiate it—who ought to initiate the call?

Mr. EVANS. I simply say, quoting the statute there, that it was the opinion of our Department, the Attorney-General there, that the Secretary of the Interior was to handle this fund in his discretion.

Mr. SMITH. Nobody questions that he was to expend it. It was appropriated for his use. But by putting this construction, as you may, upon what was a doubtful statute, we will assume for the most laudable purpose, you avoided the most ordinary accounting system of the Government, did you not?

Mr. EVANS. No, sir; I do not say that I did.

Mr. SMITH. You do not say you did?

Mr. EVANS. No.

Mr. SMITH. All public money, whether drawn from the Treasury on a specific or indefinite or any other kind of appropriation, has to be accounted for to the accounting officers.

Mr. EVANS. Yes; when it is specifically provided for.

Mr. SMITH. It does require to be accounted for without specific provision, does it not? When you solved this doubt, as you say, you solved it against those ordinary safeguards for the safety of public money?

Mr. EVANS. No, sir.

Mr. SULLIVAN. I understand your statement to be that you read this act of 1901 as if it said that the receipts from the sale of this land, and so forth, shall be disposed of under the direction of the Secretary of the Interior in the following manner, and then going on and giving the discretion as to certain public works, and then going on and providing that it shall be deposited by him to his own credit, and under a system of bookkeeping which would take it out of the ordinary method of receiving and accounting for public money. The statute does not read that way.

Mr. TAYLOR. In this particular instance it has resulted in leaving almost \$1,000,000 out of the annual statements of the money transactions of the United States Government which the Treasury Department is authorized to make and publish.

Mr. SULLIVAN. The furthest you can go in construing this statute would be to take what I understood your first position to be—namely, that you were in doubt; and in that case it seems that the general law providing for the deposit of all public moneys in the Treasury and for the accounting of all public moneys should have determined your action; that, taken in connection with the sixth paragraph of section 9 of the Constitution of the United States, which reads—

No money shall be drawn from the Treasury but in consequence of appropriations made by law, and a regular statement and account of the receipts and expenditures of all public money shall be published from time to time.

It seems to me as if that fact, in view of the general statute and of the constitutional provision, should have resolved the doubt in favor of the regular system of accounting. That constitutional provision contemplates a publication of the receipts and expenditures of public money, but under the system you have adopted, under your construction of what you regard as a doubtful statute, you have no publication of the accounts and expenditures which were available to Congress. Now, if there are two statutes that are in apparent conflict and one is in consonance with the Constitution and one is not, which one would you follow—the one in harmony with the Constitution or the one not in accordance with it?

Mr. EVANS. I should endeavor to follow the one in harmony with the Constitution.

Mr. SULLIVAN. That is precisely what you have not done.

Mr. EVANS. I will say that from the start I might have entertained a doubt in the beginning about this matter. After receiving an opinion of the Attorney-General I probably reached the conclusion that the method by which it was being done was all right. Whether it was so or not I can not say.

Mr. TAYLOR. Did the opinion of the Attorney-General go so far as to say that that account should have been kept in the Interior Department? Should not that account, as the accounts of all other moneys, have reached the Treasury Department; and could not the party receiving the money have taken the initiative in reporting to the Treasury Department that receipt? As to the disbursement of the money there can be no two opinions, and the opinion you read from and your action thereunder are in entire accord with the law. The only question is as to your action in not accounting to the Treasury Department, which action is unconstitutional and not in accordance with the general statute.

Mr. SMITH. Is there any memorandum in your Department which shows how this opinion came to be written? Is there anything more than an oral statement that you regard as an opinion of the Assistant Attorney-General? Is there anything of record in your Department which precedes this letter which you say is initialed by Judge Vandevanter?

Mr. EVANS. Nothing precedes this letter. This letter is under date of 1901.

Mr. SMITH. This is the letter to which I refer. Is there anything preceding that letter [indicating letter]?

Mr. EVANS. January 14, 1901.

The CHAIRMAN. So far as I am concerned, I am through with the examination. If the other members have any questions they want to ask they can proceed. There are some questions coming up in the House on the naval bill, and when you gentlemen get through we will consider the hearing concluded.

Mr. PARKER. Governor Richards, who was then Assistant Commissioner of the General Land Office, had been appointed to supervise and manage the sale of those lots, and these instructions were prepared in the office of the Assistant Attorney-General as to what he should do with the funds derived from the sale of those lots, and they were to control him and govern his action in the depositing and disbursing of these proceeds. Those are the circumstances under which that letter was written.

Mr. SMITH. That is the letter from the Secretary of the Interior?

Mr. PARKER. The Acting Secretary, Judge Ryan.

Mr. SMITH. Yes; officially speaking, the Secretary of the Interior. All you claim for it is that it is initialed by Judge Vandevanter, indicating that it met his approval?

Mr. PARKER. Everything connected with the opening of these lands was prepared in the Assistant Attorney-General's office, and was given his most careful and closest scrutiny.

Mr. SMITH. There is not a scratch of the pen in your Department over the signature of Judge Vandevanter expressing an opinion as to whether this money should be deposited in the Treasury of the United States, except as it can be inferred from the fact that in the letter signed by the Secretary of the Interior, with his initials upon it, directions are given for the deposit.

Mr. PARKER. His initials, and his alone. Nobody else's initials are on the letter.

Mr. TAYLOR. I would like to ask you what "his initials, and his alone" show as to that letter. Do they show it to be his dictation?

Secretary HITCHCOCK. Yes; absolutely.

Mr. TAYLOR. Not written by a subordinate, but dictated by him?

Secretary HITCHCOCK. I can not say that he did the manual part of it, but it is his dictation.

Mr. TAYLOR. That is, his personal dictation?

Secretary HITCHCOCK. Yes, sir.

Mr. SMITH. This examination seems to have been rather informally conducted with the three of you at once. Does anybody of you know whether any interview took place between Secretary Ryan and Judge Vandevanter upon this subject? Do any of you know?

Mr. PARKER. I do not recall any specific interviews, but I know that during the opening of these lands, while Governor Richards was down there attending to these matters, letters and telegrams were passing back and forth every day, and the Assistant Secretary and the Attorney-General were being continually consulted.

Mr. SMITH. When was the sale with reference to this letter of July 19?

Mr. PARKER. The sale occurred in August, 1901.

Mr. EVANS. I want simply to state, as to the balance of this matter, that these accounts were examined and audited by these experts in the Treasury Department and found correct, and so forth.

Mr. SMITH. They found a number of criticisms. They did not find them correct.

Mr. EVANS. The criticisms were only of minor importance, a difference of opinion as to whether they would have allowed two or three small items if they had had the accounts originally, or whether they would not. They expressed doubts about that. That is all the criticisms. Their criticisms did not amount to \$50 worth in each case.

Mr. SMITH. They criticised the entire payment to everybody who went down there, did they not?

Mr. EVANS. There is nothing in here to that effect.

Mr. SMITH. They criticised it, and questioned whether it was lawful at all to assign men at \$25 a day from the Department.

Mr. EVANS. As I say, those were minor criticisms.

Mr. SMITH. You said it did not amount to \$50 worth. It amounted to several hundred dollars' worth.

Mr. EVANS. They raised the question as to whether this amount of \$50 a day for ten days was regular, whether they were paid additional compensation; but they were off the rolls of the Department during the time of this special employment.

Mr. SMITH. I know that, and so did they know it. They were off the rolls, and everybody knew it at the time they criticised it.

Mr. TAYLOR. Is that the report you speak of?

Mr. SMITH. The report is here, Mr. Taylor.

Secretary HITCHCOCK. Is there anything more, gentlemen? I will have to go and sign my mail. We will be glad to give you any information we have got.

Mr. EVANS. The accounting officers were informed right along that the account was there, but they never came down to examine it, except in December, 1904.

Mr. SMITH. It was your duty to notify them of it.



DEPARTMENT OF THE INTERIOR.

Washington, May 16, 1906.

THE CHAIRMAN OF THE COMMITTEE ON APPROPRIATIONS.

*House of Representatives.*

SIR: Referring to the statement made by me on the 10th instant, before your committee, relative to the fund derived from the sale of town lots in the townships of Hobart, Lawton, and Anadarko, in the Territory of Oklahoma, under the act of March 3, 1901 (31 Stat. L., -1093-1094), some additional matters have occurred to my mind in connection therewith that I desire to bring to your attention.

The sale of said town lots was but an incident to the opening of the Kiowa and Comanche lands in the Territory of Oklahoma that occurred in 1901. Hon. W. A. Richards, then Assistant Commissioner, now Commissioner, of the General Land Office, was placed in charge of that opening; and the plan and regulations relating to said opening were prepared in the office of the Assistant Attorney-General for this Department, and given the personal supervision of that officer.

The act providing for the sale of said lots was a distinct departure from any legislation with which the Interior Department had ever had to do. It was, as stated by one of the members of your committee, *sui generis*. It provided for the creation of counties and establishment of their boundaries, and for the creation of county seats in each of said counties, and the survey, subdivision, and sale of the town lots in said county seats. It placed duties upon the Secretary of the Interior such as had never before been placed upon that officer. It provided that the proceeds from the sale of said lots, after the expenses of survey, subdivision, and sale had been paid therefrom, should be disposed of under his direction for the purpose of building bridges and roads, a court-house, and such other public improvements as the Secretary of the Interior might deem advisable; and it provided that he should pay the expenses actually necessary to the maintenance of the county governments in each of said counties until such time as the local taxes provided a sufficient revenue for that purpose.

Plenty of acts had been passed by Congress prior to this one, making an appropriation of moneys, the disposition and expenditure of which was placed under the direction and control of the Secretary of the Interior, but they were for funds already in the Treasury. A number of special acts had been passed authorizing and directing the Secretary of the Interior to sell certain portions of the public land at public auction, but the sales as a rule were for the purpose of obtaining revenue for the General Government, and the proceeds thereof went into the hands of the receiver of public moneys at the respective local land offices in the usual way, and thence into the Treasury.

Some idea may be gathered as to the idea of Congress in the matter by a glance at the proceedings while the bill (H. R. 12901) was pending before it. In the report of the House committee (56th Cong., 2d sess., Rept. No. 2274) the following statement is found in regard to this feature of the bill:

"An entirely new method is provided for disposing of the town lots. Heretofore, whenever town sites have been reserved, they have been open to occupancy to anyone who, in the mad rush for possession, was able to settle upon it first. This method has always led to opportunities for violations of law, blackmail, threats, and in many cases compelled intruding settlers in the townships to equip themselves with six-shooters and Winchesters; in fact, in many cases the settler who could equip himself as a walking arsenal usually obtained possession of choice lots and was not interfered with.

"This bill provides that all the lots in the county-seat townships shall be sold at public auction and the proceeds applied to erecting a court-house, costing not to exceed \$10,000, and the balance of the money is to be used in making roads, erecting bridges, and for such other purposes as may be deemed necessary. It is expected that in no case will the receipts from the sales of these county-seat lots be less than \$100,000 for each county seat. This fund will pay all the expenses of the county and equip its government with all facilities and prove a godsend to those who may settle in either the town or county.

"In the past every county in Oklahoma had a debt represented by county warrants of from \$50,000 to \$100,000 before the people elected their own county officials. Under this bill no indebtedness can be contracted, unless approved by the Secretary of the Interior, in any county prior to the election by the people of their own officials at the next general election. The bill

further provides that the necessary officers, made necessary by the laws of Oklahoma, shall be appointed by the Secretary of the Interior."

Also, in the debate on the bill in the House, February 18, 1901, on which day it passed that body under suspension of the rules, Mr. Lacey, chairman of the Committee on Public Lands, in explaining this feature of the bill to the House, made this statement:

"The bill provides that the proceeds of the sales of the town lots shall go into the county fund for the building of bridges and court-houses. This is a great improvement over the previous laws under which other parts of Oklahoma have been opened." (The emphasis is mine.)

And again he said:

"The allotments are to the Indians, and the balance will be opened under the homestead law; but if the town lots are taken without any compensation the result would be that individuals would get the benefit of the unearned increment, whatever it may be. Under this amendment they will be sold and the value of the town lots will go to the counties to be used for county purposes."

In view of the report of the House Committee on Public Lands above quoted (there was no discussion in the Senate) showing how the proceeds from the sale of these lots would enrich the counties affected thereby, and the statements of Mr. Lacey that the proceeds were to go into the county fund, I beg to submit to you, was it not reasonable to conclude that Congress passed this bill with the understanding that none of these proceeds were to be deposited in the Treasury, but were to be expended by the Secretary of the Interior, as trustee, for the immediate benefit of the counties affected thereby? This is item No. 1.

On July 19, 1901, instructions were prepared by the Assistant Attorney-General for the signature of the Acting Secretary, which were addressed to Mr. Richards, advising him as to the manner of his procedure in the sale of said town lots.

Those instructions, among other things, directed Mr. Richards to deposit the proceeds from the sale of said lots in the United States subtreasury at St. Louis to the credit of the Secretary of the Interior as trustee for the various town sites.

The deposits were made in that way, but on August 10, 1901, a deposit having been made or tendered by Mr. E. P. Holcombe, town-site trustee for the town of Hobart, the assistant treasurer of the United States at St. Louis, being in doubt as to his authority to accept the deposit in that way, wrote the Secretary of the Treasury, on or about that date, in regard to the matter, with the result that on August 12, 1901, the Secretary of the Treasury wired the assistant treasurer at St. Louis to accept the deposit. The evidence of this will be found in certain correspondence addressed to Mr. E. P. Holcombe, left by me with your committee, and is important, in that it shows that the Secretary of the Treasury not only knew the manner in which the moneys were deposited, but directed that such deposits be received. This is item No. 2.

The funds having been deposited in the manner above stated, and with the knowledge if not by direction of the Secretary of the Treasury, it is apparent that they could be checked out only or disbursed only by the official check of the Secretary of the Interior; and if that was a proper deposit, then the propriety of all the following procedure must follow as a matter of course, for the entire control of the matter was thereby put in the hands of the Secretary of the Interior, who was answerable to no one for the manner of his procedure, except the authority that created the trust he was executing, namely, the Congress of the United States. This is item No. 3.

On January 22, 1902, the Acting Secretary of the Interior, Judge Ryan, addressed a communication to the Secretary of the Treasury, as follows:

THE SECRETARY OF THE TREASURY.

SIR: I have the honor to request that this Department be furnished with a book of 500 checks on the United States assistant treasurer, St. Louis, Mo., for use of the Secretary of the Interior in the disbursement of the fund derived from the respective sales of town lots in Oklahoma, as provided in the act of March 3, 1901 (31 Stat., 1093-1094).

Respectfully,

THOS. RYAN, *Acting Secretary*.

In response to that request the Secretary of the Treasury furnished a check book, and has since furnished other check books of a similar character, upon a similar request, for the same purpose. This is deemed important, in connection

with the other items above set forth, as showing that the Treasury Department, from the beginning, had knowledge, not only of the manner in which the deposit of the proceeds from the sale of said town lots was made, but was given notice of the manner in which it was proposed to disburse said proceeds, and that it offered no objection or criticism thereto, and hence must, in all justice, be held to have acquiesced therein. This is item No. 4.

In connection with the four items above mentioned, your attention is called to the fact that every month, as I am advised, the assistant treasurer at St. Louis in transmitting his monthly report or accounting to the Treasury Department transmits, among other things, the checks that have been drawn by the Secretary of the Interior upon said town-site funds. These checks, from the beginning, were notice to the accounting officers of the Treasury Department of the manner in which those funds were being disbursed, and no notice has ever come from that Department to the Interior Department that there was any irregularity in the procedure, or that anything was ever done that should not be done—a further evidence, in my judgment, that the Treasury Department must be held as having notice of and acquiesced in the procedure of this Department in the disbursement of said fund. This is item No. 5.

In December of 1904 a committee, appointed one by the Auditor for the Interior Department and one by the Comptroller of the Treasury, examined the vouchers on file in this Department, and not only found no irregularities of moment in connection with said disbursements, but, on the contrary, you will find the following statement in the body of their report:

"The vouchers were generally in proper form as evidence of payment and of that for which payment was made; the purposes for which expenditures were made being within the statutes providing for the expenditures. The vouchers for salaries and allowances of county officers and other expenses for county government bear the approval of the county commissioners and governor of the Territory of Oklahoma, and indicate the close scrutiny of the latter, his approval in many cases being for a reduced amount, which in all cases was followed in the payment of vouchers."

A copy of that report, dated January 23, 1905, was transmitted under cover of a letter to me by the Secretary of the Treasury, without comment or criticism, and without any suggestion that the course that had been pursued by the Interior Department in the disbursement of this fund was in any way irregular. Another item, if you please, which justified this Department in believing that the Treasury Department concurred in the course it was pursuing in this matter. This is item No. 6.

Something was said by one of the members of your committee on the question of publicity; and in this connection I desire to say that the annual report of the Secretary of the Interior every year since these disbursements began has contained a full and complete report of the condition of said fund, showing the amount of money received, the amount disbursed, and the purposes for which disbursed, and the amount remaining on hand in each portion of the fund. This matter has not been done in a corner. There has been no effort to conceal anything, but every effort has been made to give it the widest publicity consistent with proper administration. This is item No. 7.

Something was also said by one of the members of the committee by way of a comparison between the town-lot act and the reclamation act.

In reply to that I desire to say that a comparison between the two acts at the time these questions were presented was impossible, for the reason that the reclamation act was not passed until fifteen months after the town-lot act became a law, and, as stated, there was no precedent of any similar law for the guidance of the Department.

The construction which the assistant attorney-general for this Department seems to have put upon the act appears to have been that it created a trust which the Secretary of the Interior, and he alone, was required by the law to execute. It is upon that theory, apparently, that the funds were deposited in the manner stated, and that theory has been followed since in the administration of the act, and I am by no means convinced that it is not the correct one. The act provides that the proceeds from the sale of said lots shall, after certain preliminary expenses are paid therefrom, "be disposed of under the direction of the Secretary of the Interior in the following manner;" then follows the purposes for which said expenditures are to be made. There seems to be no uncertainty or ambiguity about that language, which justifies, apparently, the theory on which this Department has proceeded.

Something was also said by your committee—that a trustee must make a showing or accounting. That is true; to the power that creates the trust and him; and this trustee is ready to make a showing or report at any time to the power that created him as such trustee, to the Congress of the United States, to your committee, or to any other body or individual authorized by law to receive it.

Every dollar of this fund that has been disbursed has been legitimately expended for the purposes contemplated by the act and none other, and the claims submitted have been carefully and conscientiously audited, the more so, perhaps, because of the nature of the trust. I can within a very brief time furnish your committee, if required to do so, an itemized statement of every penny expended, and I can in fifteen minutes show the exact condition of the fund.

Very respectfully,

E. A. HITCHCOCK, *Secretary.*

## PUBLIC PRINTING AND BINDING.

TUESDAY, May 8, 1906.

### STATEMENT OF MR. CHARLES A. STILLINGS, PUBLIC PRINTER.

The CHAIRMAN. Mr. Stillings, we have under consideration now the item on page 322 of the bill before you. The first item there, under "Public Printing and Binding," is a paragraph "for the public printing, for the public binding, and for paper for the public printing, including the cost of printing the debates and proceedings of Congress in the Congressional Record, and for lithographing, mapping, and engraving for both Houses of Congress, the Supreme Court of the United States, the supreme court of the District of Columbia, the Court of Claims, the Library of Congress, the Executive Office, and the Departments; for salaries, compensation, or wages of all necessary clerks and employees," etc., \$5,503,234.62. That is your estimate for the next fiscal year on this item. Your current appropriation is \$6,005,645.82.

Now, Mr. Stillings, how long have you been in the position of Public Printer?

Mr. STILLINGS. Since November, 28, 1905; a little over five months.

The CHAIRMAN. How long have you been engaged in business as a printer, and are you a practical printer?

Mr. STILLINGS. Yes, sir. I have been in the business since I was 14 years old, when I left school, and I have been in the printing business ever since, not only in an active capacity, but during the last two years as an adviser to large operators in the printing and binding industry.

The CHAIRMAN. Where were you employed immediately before coming here to Washington to take charge of the public printing?

Mr. STILLINGS. As manager of the Printers' Board of Trade of New York City and the Bookbinders' Board of Trade of New York City, with offices at 320 Broadway.

The CHAIRMAN. Are you acquainted with the capacity of the various large printing establishments of the United States, including governmental and individual establishments?

Mr. STILLINGS. Yes, sir; taken on the basis of the annual sales. I have been a confidential adviser and agent of some of the largest concerns in New York City.

The CHAIRMAN. How does the Government Printing Office of the United States compare in its capacity and annual product with the capacity and annual product of other printing establishments throughout the world?

Mr. STILLINGS. In the matter of equipment its possibilities of production are unrivaled. I do not think there is an equipment anywhere in the world that can compare with it. In the matter of administration it has been slack. We are improving that. At the present time the administration of some divisions, notably the night Record force and the night bill force, both typographical divisions, and those portions of the press room and folding room which are operated at night, are doing all that any force could possibly do in a point of output, and the quality is uniformly better as a whole than similar work would be if produced under similar conditions in a private plant.

So far as the general proposition goes, the work has cost more to produce, for many reasons, which have apparently made it impossible for the Public Printer to handle the administrative force of the Office as would be the case with a private plant. It has apparently been necessary to keep a larger proportion of laborers and assistants in certain departments than would be the case in private plants.

If I may be permitted, I will cite an instance.

The CHAIRMAN. Go ahead.

Mr. STILLINGS. In the press room of a private plant, particularly on the publication work, which corresponds more nearly to our document work and the annual reports of the Departments, it is customary to feed the presses with automatic feeders, and to assign a pressman and one helper to two presses.

A pressman's wages—a first-class man, competent to handle intricate machinery of that kind—would be not exceeding \$25 a week at the outside. A competent helper would not be paid over \$15 a week, and that might be for an eight or a nine hour day. The custom is more toward eight hours than nine hours now. But in either event these would be high prices. That would make \$40 per week for the two presses for labor, or \$20 per press. On the other hand, in our establishment we have one pressman at \$24 per week, and on the average one helper at the minimum wage of \$12 per week per press. That makes \$36 per week per press.

The CHAIRMAN. As against \$20?

Mr. STILLINGS. Yes, sir; as against \$20. Now, granted that the administration of the office was such that the output from those machines was fully equal to the output of similar machines in a well-managed commercial plant, we have a handicap there which makes every token of presswork, or every thousand impressions, cost more than similar work would cost in a private plant.

Mr. SULLIVAN. How about the assumption that the work done by the Government press is equal to that of the outside press?

Mr. STILLINGS. As regards quality?

Mr. SULLIVAN. Quantity.

Mr. STILLINGS. That might be true under certain conditions and in certain departments. I will cite an instance to you. One department under competent management, under a foreman who was not concerned as to consequences, will get the utmost product out of a machine. Another department with a foreman who, for certain reasons or on account of some private affiliations, is a little afraid and has not the nerve to put his men right up where they belong, or does not recommend to his immediate superior that the services of certain of his people be dispensed with, who had rather permit things

to continue as they are—such a man has to be tried out, and as soon as he is thoroughly found out should be removed and another man should be put in his place.

I have found upon a casual examination—for instance, taking two presses in two different divisions, doing as nearly a similar class of work as possible—that under certain administrative officers, certain foremen, the output is greater than under other foremen, showing that with similar equipment it is simply a question, other things being equal, of picking the right men as foremen.

Mr. SULLIVAN. I do not want to interrupt the continuity of your remarks, but at a more opportune time I wish you would discuss the question of the relative quantity and quality of the output of your department and that of a similar printing establishment of the same size outside.

Mr. STILLINGS. I have already taken steps to secure from the largest publishers and printing concerns in New York, Philadelphia, Boston, Chicago, and St. Louis, comparatively recent data, showing on agreed units, which are clear to men trained in the trade, that is, a number of thousand impressions of a 16 or 32 page form, on 24 by 38 or 38 by 48 paper, what the average output is under similar conditions. I am already getting that evidence. It will take some time to complete it.

Mr. SMITH. What is your opinion now, taking the item of press-work to which you referred quite fully—is your average output per press as great in quantity as in an average well-conducted commercial printing house? That is, if you have sufficient data now to furnish an opinion on that subject.

Mr. STILLINGS. Only in isolated cases; not continuous data covering a continuous period day by day; and it is not fair to take any particular specific job, for instance, and turn things upside down on that. It is necessary, in order to prune the thing out and get at the conditions, to have a comprehensive and consecutive system and method, for several reasons. At one time it may be the fault of the press; the press may be full of electricity and the sheets may stick together. At another time it may be the fault of the pressman. Mr. Brown, on press No. 7, given a similar form to Mr. Jones, on press No. 8, will produce a greater return than Mr. Jones. It may also be the fault of administration. It may be either one of these things, and unless the problem is worked out systematically, we will succeed in producing chaos, and will tear down instead of building up.

Mr. SMITH. How many presses have you?

Mr. STILLINGS. About 96 presses in the main building, exclusive of branch offices; 12 of these are rotaries; the balance, about 84 presses, are two-revolution and drum flat-bed cylinder presses.

Mr. SMITH. How many have you equipped with automatic feeders?

Mr. STILLINGS. About six of the cylinders of the job press room, and about twelve of the cylinders in the large press division.

Mr. SMITH. So you have less than half of the number?

Mr. STILLINGS. Yes, sir. The reason for that condition, Mr. Chairman, is this: It does not pay in the printing business to put automatic feeders on those presses which make "short runs." There have been recently placed on the market feeding devices which claim to meet the requirements of "short runs." For a short period it does not pay to put on complicated attachments, because on a run requiring two hours' time the job could be fed by hand and produced in less time

than to adjust the feeding device, which is somewhat delicate and complicated.

The CHAIRMAN. Do I understand that you only have about 96 presses all told of every kind?

Mr. STILLINGS. That is as near as I can say, offhand, regarding equipment in the main office and exclusive of branch offices. I have correct data at the office, but I did not bring it with me. There are, however, some small job presses, but those could not be properly considered as a factor in this proposition. They are simply for small job work. It is my intention, after Congress adjourns, to go in the press rooms, stay there for a sufficient time to determine which of the presses, if any, can be replaced with more effective machinery, to see if the floor space which they occupy can be utilized with machinery that will turn out a greater product.

The CHAIRMAN. Mr. Stillings, are you familiar with the joint resolution recently passed by Congress and which was intended to reform to some extent—to reduce—the cost of public printing?

Mr. STILLINGS. Yes, sir.

The CHAIRMAN. Have you, at the request of the Department, or upon your own initiative, made any estimate as to what the cost of public printing would be in the next fiscal year upon the terms of that resolution?

Mr. STILLINGS. No, sir; the Executive Departments and Bureaus, almost without exception, have had our clerks in the estimating department working full time, and in some cases overtime, preparing estimates on the probable cost of the work for the coming fiscal year. The summary of their estimates I have not been able to secure; the work has been so heavy and plentiful that we have had no opportunity to summarize our estimates.

The CHAIRMAN. That resolution was passed subsequent to the time of submitting this estimate, and it is claimed that under the terms of that resolution the cost of public printing, or the basis of that cost, which obtained heretofore under the previous administration of the office of Public Printer, can be and should be materially reduced. Are you able to give the committee any data or information that would enable them to arrive at a reasonably fair conclusion as to the extent to which that cost may be reduced, and thereby reduce the appropriation for the next fiscal year?

Mr. STILLINGS. Only in a general way. If I may be permitted to go over this matter of estimates here—how those estimates are made up—I think I can make it clear as to what a difficult proposition it is to cull it out and stand by one's figures. The present estimates have been made on the system now in vogue at the Government Printing Office for the reason that to properly change the system in order to secure accurate data we should require at least one year. Having been there less than six months, I have not been able to accomplish it—to start in with that immense establishment, rearrange it, and get the data necessary to give a close figure. The estimates that are being made now are based upon past performances without any allowance for the increased output and improved machinery, such as that brought about by the attachments I have just spoken of on the presses. Those devices will increase the output of the presses, and also the typesetting machinery will increase the output.

A compositor whose average on hand composition is supposed to be about 6,400 ems per day should be able to produce at least an average of 16,000 ems per day, or 2,000 ems per hour, on the machine under the average conditions. Those advantages of economic productions have not been allowed for in the estimates to Departments. To illustrate, take this book [indicating]. We will say on the hand-composition price which is charged up per page of matter at the rate of 70 cents per thousand ems, hand composition; that is, the mass of type we measure by the number of ems in width and the number of ems in length—square these figures, and that gives the contents of the page. If there are 3,500 ems of a certain face of type in a page at 70 cents per thousand ems, that will be \$2.45 per page.

Now, if we put this same work on the machine, it should be billed to the Department according to what it costs on the machine, which is considerably less than 70 cents a thousand ems under these conditions, but the basis on which these estimates are made is the hand-composition rate. I shall ask you a little later for authority to put so thorough an auditing system into the Government Printing Office that we can reach a basis of cost that will bring these estimates down to where they belong. To illustrate a little further, there was an appropriation year before last of something like six millions of dollars, and the amount of work charged by the office was over seven millions of dollars, which means that the 10 per cent profit charged upon the paper stock and material has brought the office a greater return than the actual money expended.

Last year the return to the Treasury was something over \$450,000. This year, according to the records, if the expenses of the balance of the fiscal year average what they have for the immediate preceding months, approximately \$450,000 a month, we should have a balance in the Treasury of about double last year's return. That has been brought about partly by the excess over actual cash expenditure, which this office has charged to its customers.

Looking at the matter in the broadest sense, it seems a little unfair to the customers, because they have to contribute a part of their appropriations to the funds of the Government Printing Office, which finally are turned into the Treasury.

You can see that it is a somewhat difficult proposition to collate the time of 4,300 people from day to day and properly tabulate it, catalogue it, and summarize it, so that we can know within approximately 2 per cent what it costs to produce work in that office. It is possible during this coming year to do that, if Congress will permit it, so that on the next year's appropriations we can give you estimates which will compare, I think, very favorably with the outside shops. That has come to the test recently in regard to the Patent Office Gazette, before the subcommittee on appropriations of the Senate, when it appeared that by the cooperation of the Patent Commissioner and the Public Printer, figuring upon the Patent Office Gazette on machine composition, and on handling it as a commercial house would handle it, putting the speed on the presses right up to the top notch as far as would be safe, and yet turning out the work properly, to drive it as would be necessary in a commercial plant, with profit in sight, and dead-sure loss otherwise, we decided that we could come very close to the outside competitive price on the average, and we have the



advantage in superior equipment, which enables us to deliver our goods on time, whereas there would be a possibility that the outside contractor——

The CHAIRMAN. In the instance which you cite, in the Patent Office Gazette, Congress has heretofore appropriated between nineteen and twenty thousand dollars for the printing of the Official Gazette annually. This committee, not the Senate Committee, was informed in the preparation of the legislative bill, that the Commissioner of Patents had secured proposals from outside commercial printing establishments for the printing of the Gazette at a cost of \$6,200. Do you think it is possible under your working management, with the plant you have here, to be able to meet an outside estimate of printing the Gazette at that figure?

Mr. STILLINGS. Are you quite sure of that, Mr. Chairman, that the figure was \$6,000? Don't you mean \$6,000 *less* than the figure that had been paid. The figures are pretty fairly fresh in my memory. The present contract price which they are getting lithographing only done for now is approximately \$71,000. The Patent Commissioner asked, as I understand it, for an increase to \$200,000, and this committee reduced the amount to \$130,000. I then took hold of the matter with the Patent Commissioner, and finding no one in our office who was familiar enough with outside conditions to make up a figure based upon the modern equipment of the office which we could stand by, I took up the matter myself, took the pay rolls and the books, and figured out the cost.

Then I was called before the Senate committee, and afterwards the Patent Commissioner went over the figures with me, and we found that it was possible to do the entire work directly on our machinery, not by the lithographic method, by which the other concerns proposed to do it. One concern presented a statement that it could be done for about \$6,000 less than the concern now holding the contract, but they did not state that the work which we are now doing, the preliminary work, which I will explain, if you desire me to, will still have to be done. It is not clear to them and to me but what our figures would really be of advantage in the long run. I believe with the equipment which we have, notwithstanding certain handicaps, that we can meet the outside prices in time; I am fully convinced that it can be done.

The CHAIRMAN. Mr. Stillings, the Commissioner, when before this committee, stated as follows, on page 469 on the hearings before the subcommittee on the legislative bill:

The Commissioner requests that he be recalled in order to state that in the charge of \$19,800 here referred to he learned subsequently were included in 198 pages of registrations of trade-marks and covers, and that the bids submitted and averaging \$4,238 for this work were not made to include these items. The result would be more favorable to the Government Printing Office, and should be stated in fairness to that Office.

Mr. LITTAUER. Instead of \$19,800?

Mr. ALLEN. Yes; instead of \$19,800. Their figures amounted to \$4,200. There is what I point my finger to. Gentlemen, let us out. Let us out of the Government Printing Office. Let me contract for that thing, and I guarantee to you that I will get better figures even than \$4,000 a year. Think of it. \$19,800. Go through that all, all our printing business; take it all up. Do not begrudge us these poor paltry additions of help to do the work that men are paying for. Do not save at the spligot, but go and cure this thing.

Then he subsequently corrected his statement, making the total \$6,200 for the printing of the Official Gazette.

Mr. STILLINGS. That seems erroneous, because the Official Gazette is now costing, exclusive of the work which we do in our office, about \$71,000, and the figures stated clearly in the hearings before the Senate committee were about \$6,000 less than the present price, which would be about \$65,000.

The CHAIRMAN. It is a fact, is it not, Mr. Stillings, that the Government printing heretofore has cost the Government a great deal more than the same work had it been done in a commercial establishment of sufficient size to handle the work?

Mr. STILLINGS. Yes, sir; in some cases, and with the exception of the Congressional Record and night bill forces, etc. The methods by which that work is handled, and the necessities of the case, force it through so quickly that I do not believe any private plant anywhere could handle it any better than we are doing.

The CHAIRMAN. Or any cheaper?

Mr. STILLINGS. Or any cheaper, as a whole. There are conditions surrounding this particular work, and there are elements of doubt to be considered—one night there will be 96 pages in an issue of the Record, another night there will be 60 pages, and the next night 22 pages; but the men must be there regardless of whether there is copy for them or not. Those are conditions that any private contractor would have to count on. I should also call attention to the fact that the Congressional Record is never late, it is printed clean, and it is ready on time always. Those are things that a private contractor would be likely to fall down on.

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WEDNESDAY, May 9, 1890.

### STATEMENT OF HON. CHARLES A. STILLINGS, PUBLIC PRINTER—Continued.

#### REASONS FOR EXCESSIVE COST OF GOVERNMENT PRINTING.

The CHAIRMAN. Mr. Stillings, in addition to the complaint that has been made in respect to the cost of printing the Patent Office Gazette, there has for some time been a general complaint and a great many general statements made in regard to the excessive cost of Government printing in general, and there is a desire on the part of the committee and of members of Congress generally that the cost be reduced. What have you to say, as a practical printer, as to the reason for this excessive cost, if it existed at the time you took charge of this office; and what have you to say as to whether or not the appropriation for printing can be reduced in consequence of the joint resolution which Congress adopted and which became a law at this session of Congress?

Mr. STILLINGS. Looking at the proposition in a general way, there were two features that required treatment when I came here to reduce the amount spent for printing: First, the volume of business done—

The CHAIRMAN. Did you find when you came here that the cost of printing in the Government Printing Office was greater than in commercial establishments?

Mr. STILLINGS. Yes, sir. It would be very difficult to say in what percentage, because it varies according to the class of work done; but the most excessive cost appears to be in the folding room and bindery. That is generally conceded all over the country to be entirely too expensive, and to me it appears necessary to completely reorganize this branch from the very start, and to readjust it on a different basis.

The typographical branch, as a whole, with some few exceptions, is fully equal to that of any outside plant, for the reason that it has the most modern typesetting machines and other equipment. Hand compositors have the best of type and plenty of it. The Government has been very generous in supplying the necessary material, such as leads, rules, reglet, bearers, labor-saving cabinets, etc., and what are known as "sorts," and all special material needed for technical work. In a private plant employers are not always as liberal as they should be in that respect, and much time is lost by compositors in not having material enough to work with; that is, there will be a run on certain "sorts," which is unusual; the regular allotment of those "sorts" is exhausted, and unless additional "sorts" are purchased, the compositor will either have to turn the letters or hunt through much "standing matter" and "pull" the necessary "sorts," and the time taken for such work makes the job cost more than it should, and is evidence of slack business methods.

With very few exceptions the typographical divisions compare favorably with the best private plants. They do not compare favorably on estimates, because we are now working on a theoretical basis, but on actual cost, as nearly as I can get at it, they compare very favorably.

In the press branch, as I stated, one division is in charge of a man who is active and capable, and the work is produced economically. In some portions of his work for embossed stationery he makes his own ink, which insures a better quality, a more uniform standard, and at less expense than if the work was produced outside.

In another division the conditions do not appear to be so favorable, and as a consequence the cost of production, speaking in a general way and not of specific jobs, is higher than it would be in a private plant. It will be my duty to educate such weak officials as are now on duty to a recognition of actual conditions for which they are, at least, partly responsible, and if after a reasonable time I find that they can not carry their share of the burden, they will of necessity have to be replaced with stronger men.

#### UNSKILLED LABOR.

There is one feature which the Keep Commission touched upon that increases the cost of manufacture tremendously, and that is the large number of unskilled laborers and helpers in our office who are not compositors, foundrymen, pressmen, or binders, but in some cases very intelligent men, who have never learned a trade. We shall have to eliminate a large force of those laborers and helpers.

There are some things in the pressroom particularly which increase the cost per press for labor, which could not be permitted in an outside concern, because there is not enough money in the business to stand the increased cost. In the foundry branch our men are well paid, but not as well paid in proportion as the typographical branch, nor the press branch. It requires quite a degree of skill to make plates and our men are thoroughly skilled in the work, and our plates are well made throughout. You can see, however, that it is very difficult to make a statement of the percentages of product to give you a fair idea of where the difference in cost really is, in the absence of actual and correct data, as evidence.

#### BINDERY.

Regarding the bindery division, it has been stated that it was generally agreed among the men that their output should be limited to a certain number of books per day, regardless of whether they were expert workmen or not; a piece of work might be done in five hours by one man, and in six hours by another, and it has been stated that some of the men have done two days' work in one, on that basis, and remained away the second day; the inference being that they have been away from the office and were still carried on the pay rolls. These things have been told me by men who have come to me and made their statements in the presence of witnesses. The information has always been unsought by me, because I am not seeking to pry into their affairs in an underhanded way, and I have no confidants or spies at work.

Those conditions are such as to show me clearly that, if true, the entire organization in the bindery must of necessity be put on a different basis during the summer months—a basis that will permit of the production of the proper results.

The CHAIRMAN. In carrying out that policy, will you be able to reduce the cost of operating the bindery?

Mr. STILLINGS. That would be the object of doing it.

The CHAIRMAN. Can you give us an estimate of the extent to which that cost would be reduced?

Mr. STILLINGS. No, sir; I can not, except in a general way. I have considered that the cost of binding might be reduced perhaps 25 per cent—that is, in wages and material.

The CHAIRMAN. There came before the subcommittee on the legislative, executive, and judicial appropriation bill some of the heads of the Departments of the Government here in Washington, who informed the committee that their binding—for example, the Librarian—cost, my recollection is, over 20 per cent more than like work in a private establishment would cost, such as they would be familiar with—that is, that the binding of books for the public library was costing in excess of the commercial price at places where the present Librarian has that kind of work done.

Mr. STILLINGS. I think he is right; but that might apply to one particular line of books and not to another, because there is a great variety of bindings, and some books require different treatment from others. The Patent Commissioner showed me a little book, asking what I thought it was worth if bound outside, and after looking at

it I said that it would be worth a matter of 25 cents per book in lots of 100 books. He said: "Your Bureau rendered a charge some months ago of something like \$1.50 or \$1.60 for that book in lots of 50 or more." That may show you the difference in the particular jobs.

I have found in looking over the different reports in connection with the investigations conducted by Mr. Landis and Mr. Ricketts that our cost of production for binding is most peculiar. I never saw anything like it anywhere else before. The work is sent to the folding room, and the girls there—some of them time workers at the rate of 25 cents an hour, \$2 a day, \$12 a week—do what we call the folding portion of binding. On time work they would be paid at about the rate of \$7 per week in New York City, Philadelphia, or Boston. We have no desire to make this a sweatshop, and we are not going to try to do so; but this work is not being done in a proper way, and even if those girls were as efficient as experts, which many of them are not, they will have to get the work out on somewhere near commercial lines or it is apparent that no economies can be made in that quarter.

It is customary to put the most expert people on piecework in pamphlet binderies, and they prefer it themselves, not on the theory that they are paid only for what they produce, but they must produce a certain amount of work or else the concern which employs them can not afford to give them room to work in. I find that there are many classes of women in our folding room, and most of them who came there have not had previous experience. They have been taught to do a certain kind of work, but not taught by a standard backed by actual necessity, and the consequence is that there are women there who are better qualified for typewriters, bookkeepers, or clerks than the work that they are now doing. An analysis of some of the products of the different Departments shows that they are not producing what they should.

I have here a scale prepared in Mr. Benedict's administration several years ago (which has never been changed) for the pamphlet bindery, and which, I think, averages anywhere from 50 to 80 per cent higher than the down-town scale, where women are employed in practically the same work. The women in the bindery have formed an association, and they have down town a scale at so much per fold, one fold, two fold, three fold, and so on; but the scale in the Government Printing Office on anything like that basis will cause the pay there to be very much lower than it is now. I am having the matter analyzed now very carefully.

There is another feature which tends to increase the cost of production. Here is a book [indicating], which is known as a quarto. In making up that book we put what we can in the folding machines, but there may be other work for some of them, and instead of putting all of these machines on the book, we can only put three machines on, and the balance of this book we give out to be folded by hand. Now, the straightforward way to do that thing would be to charge against that job the machine rate for the portion folded on the machine and the hand rate for the portion done by hand, but in order that our Office may be on the safe side, it has charged all of the folding at the hand rate.

As I explained when I was before this committee once before, there are gathering machines made, which are about as long as this table, with compartments, in each of which a pile of signatures, each alike, are placed. The machine is put in operation, these compartments travel on the endless-chain style, and as they travel they drop, each a signature onto one pile, until the book is gathered, and that is taken away and another one starts. Of course, you can see that a machine like that can do the work of several people and in a thoroughly accurate manner. Those machines until recently have not always been worked as fully as it appears that they should, but we are using them now wherever we possibly can—although every bit of the gathering is charged on the hand-rate basis, not on the machine-rate basis.

When it comes to covering books—it is customary in the large shops to cover them by machinery. There are machines made for that purpose. If they are ordinarily covered by hand it is an expensive proposition. If covered by a machine it will reduce the cost considerably. I find that there has been a charge for folding and gathering which in some cases has been equivalent to the complete cost of the binding only in a commercial shop. For instance, this book can be produced in the New York market for, say, 48 cents, and the folding and gathering in the folding division of our office costs, we will say, 50 cents, and the forwarding and case making in our office costs 60 cents more. There is \$1.10 against 48 cents. Without being unfair, or unjustly critical, these figures represent in many cases the difference in price, according to the costs entered on our records.

Now, I say that there is a 25 per cent advance for this reason: Being a Government establishment, the same conditions do not prevail, and I do not believe it is ever going to be possible to bring the administration of the office to the same basis as a commercial plant would be operated under.

Mr. TAYLOR. Do you really think it is advisable to bring it down to the same limit of cost as the individual enterprise?

#### CONDITIONS OF EMPLOYMENT IN THE GOVERNMENT PRINTING OFFICE.

Mr. STILLINGS. I don't think so. In the first place our wages are higher. Nobody desires to be mean with these people, but we must not forget that a man who sells his time to a purchaser (in this case the Government) which is treating him fairly as a rule, giving him a good place to work in, the best of material, sanitary conditions, one month's leave of absence, so that he is being treated with every consideration, should give the best he has in him. But all sentiment has been eliminated in past years, apparently, and he will do nothing for the Government for which he does not receive pay; he will not work one minute if he is not paid for it, and in many cases he has been paid for a good many minutes that he did not work.

Leave the wage scale alone, leave the hours alone, let the leave of absence proposition alone, and simply say, "Gentlemen, there are in this country, somewhere, through all of the Congressional districts men who can earn the wages here according to the Government standard, providing that standard insists upon having a full eight hours."

work for eight hours' pay," and if we do that we will eliminate a great amount of waste. We will hardly be able to compete with outside concerns unless we keep thoroughly up to date, or a little ahead, on machinery.

If we had skilled machinists who could, by specific inventions, go ahead of the commercial field in mechanical devices which could not reach the commercial field because of Government control, we would have the cards stacked against progressive commercial houses; but that is only problematical. So far as the typographical division goes, I think the men themselves will agree that the standard which insists that we shall not carry any dead weight is not as fully carried out as it is possible to do. To illustrate: If the minimum per day per man on a machine is 16,000 ems on a certain class of matter every man who makes less than the minimum causes a deficit to be carried by the whole room, and that room is blamed for the excess cost.

Referring to the "square deal" proposition, as it relates to our people: In a commercial shop it would be considered good business to have the administrative force, that is, the foremen and his assistants, cover as large a number of men as it is practicable to do without delaying the work. It would be impracticable to have a foreman with so large a body of men that he would have men waiting because he could not divide the work fast enough to move it, and consequently pile up hours of lost time, due to his inability to meet the situation. When that condition arises, he needs an assistant. But in this place we have foremen over some 200 men and foremen over some 50 men, all on a similar class of work; the reasons for the present conditions are not as yet fully clear to me.

If a large division produces ten million ems of type in a year, and the administrative force costs \$3,600 per year, that \$3,600 is distributed over ten million ems. If you take that \$3,600 in a small division and distribute it over two and one-half million ems instead of ten million ems, the price per thousand ems goes up. Unless there is some reason, such as specially technical work, which requires a foreman to be concentrating his attention on that alone, the typographical division will probably have to be reorganized upon a new basis, which means reduced administrative expense. Foremen are non-producers, although, under proper organization, are not only necessary, but, when selected properly, can and do save thousands of dollars, which would be lost through bad management.

The CHAIRMAN. What percentage of foremen have you to the men under them; how many men on the average to the foreman?

Mr. STILLINGS. Approximately 1,500 employees in the typographical divisions, and 20 foremen—about 1½ per cent. They are divided differently, some having 200 men, and some 50 men, but the nature of the work don't warrant it in some cases.

There are some most excellent men down there, men who are thinkers and who are highly educated, men who have the best interests of the Government at heart, some occupying high positions, some of them humble positions. It has been said that there are different cliques there. That has been gradually disappearing, so I understand, and the idea has been pretty thoroughly impressed upon all hands that they should give the Government a full day's work. Some of them, without any thought of promotion or reward, have come to

me and told me that, while they had many years of experience in the office, they knew that certain things were being done that permitted of improvement. Our general records show that printing is costing less now, and that we are producing more work; that we are making progress, not only in the increase in production, but in the decrease in the use of material.

#### BRANCH PRINTING OFFICES.

The CHAIRMAN. When you were before the legislative committee you were requested by the chairman of that subcommittee to make an investigation into the necessity for the existence of these branch printing offices in the different Departments, and whether or not, from the standpoint of the Government's interests and from a practical standpoint, it would be feasible and practicable to abolish any of these or all of them, and do the work in the Government Printing Office. You stated that you wanted to make the investigation. Have you done so?

Mr. STILLINGS. I have.

The CHAIRMAN. What conclusion have you reached?

Mr. STILLINGS. Previous to that investigation I had been over the branch offices in a general way, as a casual visitor, and had things fairly well sized up. Since then I have visited the branch offices personally, and have had their methods and output looked into, and I find this situation in the Library of Congress: It is practically necessary, for the best interests of the service, I think, that the bindery should be left there. Mr. Putnam is equally anxious, with myself, to avoid unnecessary expense. He is sincere. He is not keeping either the bindery or the printing office there as playthings, although they are beautifully equipped. But setting aside the sentiment in the case, he explained to me that very often large, cumbersome, and very valuable books have to be rebound, and which do not always permit of being unduly hurried.

It takes time to take the old covers off, re sew the book, place the torn leaves together, retrim them, and so forth, and the process altogether may take several days to do the work in a lasting manner. Then there may come an inquiry from Congress; they need information without delay, and it takes time to get it, and should it be in that book which is being rebound, and that book very far away, much valuable time is lost. By hard work, we could create a division in the main office where that work could be done, but I question, in view of the volume of the business which is done at the Library of Congress, whether in the main office we could properly manage to do the work for much less in cost than it could be done for at the branch bindery.

The CHAIRMAN. Are the employees in that bindery under your supervision?

Mr. STILLINGS. On our pay roll, yes, sir; and under our supervision.

So far as the printing division in the Library of Congress is concerned, they have, I think, the most beautiful equipment of typesetting machines that the Mergenthaler Company have put in any office in the country. Their work is very technical. There are special matrices made for accented letters, Greek, Russian, Hebrew faces, all sorts of things that never would come in our shop, excepting it might be in the Surgeon-General's Catalogue or something of that



character, and then it would be in either Spanish or French, and possibly German. All this work comes in what you might call the specialist class, and is handled by men who are trained to do that class of work. I have followed this proposition pretty closely, and I am satisfied that unless the quality of that work is changed somewhat, while we might possibly make some economies, I think it would be at the expense of the efficiency of the Library.

As to the Treasury division. I met Secretary Shaw one day, and he asked me, in connection with this matter of branch printing offices, what I had in mind. I told him that the question was put up to me as to whether it would not be better to have the Treasury printing done in the main office, or whether it could be done in the branch office without increased expense. I told the Secretary that, as an abstract business proposition, it would undoubtedly cost less to produce the work in the main office. He stated that I should realize that there are a great many very important and confidential jobs done in the Treasury branch printing office which can not be trusted outside of the Treasury building.

Of course, I realize that there is some force in that. I have done a great deal of work for corporations where I knew that the difference on a job of 10, 15, or 25 per cent loss of time, where there is something specially to be done, would not be taken into consideration. I will grant all that. I told him that I would further grant that outside of the Library of Congress he had the finest branch office in the city, and spoke to him in regard to whether it was necessary for some of the work outside of the printing of bonds to be done there.

Some of the branch offices have been sending into the main office for electroplates of certain work, previously done in the main office, in order that they might make reprints of them.

MR. SULLIVAN. Was that adopted for the purpose of charging the cost of printing outside of the Department to Congress?

MR. STILLINGS. No, sir.

MR. SULLIVAN. What was the purpose?

MR. STILLINGS. Simply to keep busy. To show how we get at the cost to the Executive Department. The foreman of printing sent to me yesterday and said that we needed four men in a hurry in the agricultural branch. I explained to him that every dollar's worth of pay roll in a branch office was charged against the appropriation of the Department which it served, and that a detail of men carried on our pay roll and paid from our roll meant that our Office got stuck that amount, unless we made a specific charge against that appropriation. The Treasury branch office is well equipped; it is in the top of the building; it has plenty of light and good type and presses. Of course this branch serves the whole building.

THE CHAIRMAN. Before you leave the Treasury Department branch, is it your judgment that this work done at the Treasury Department can be done in the Government Printing Office; and, if done there, could it be done at a less cost than now in the Treasury Department?

MR. STILLINGS. Yes, sir.

THE CHAIRMAN. Have you any estimate of what the saving would be?

MR. STILLINGS. I can not tell you that. I am having that estimate made. There are something over 40,000 different kinds of blanks

used by the various Departments and bureaus now being estimated for by our inspection division on the present basis in order to determine, as near as we can, the cost of the work done in a given period in a branch office and what the cost would have been had that same work been done in the main office. It is going to take some time to do that.

Regarding the State, War, and Navy branch offices, two of these three branches are in one main building. They did not have room enough in the main building to put in the printing office for the War Department, so a building on F street was secured, which was apparently originally an old dwelling house. In the War Department printing office they print the general orders for the War Department and other special matters. The foreman is a conscientious, wide-awake man, who has his heart in his work, and he is watching his branch very carefully. The State branch is in two sections, on the main floor and in the basement of the State, War, and Navy building, with poor light and limited facilities, and a lot of old type, old stands, old cases; possibly 20 men there.

In the Navy branch they have a very poor printing outfit, both in equipment and as to quarters, and also have some three or four men doing binding, all carried on our rolls in addition to about 20 other employees. In the State branch there is a little binding outfit for preparing State papers, in addition to the printing department. It is undoubtedly a great convenience to the State Department, and it might be truthfully said that those papers are too valuable to take any chances on, but from a financial standpoint it would be cheaper to have that work done all together. I would suggest that, leaving out the Treasury branch until we can get accurate data on them for another year, and carefully restricting them to their actual necessities, to take the State and Navy branches out of cramped quarters, where they can not do their best work, and bring them over and consolidate them with the War branch, under one foreman and possibly one assistant.

Instead of an administrative expense of \$6,000 for those three Departments we can put in a foreman at \$2,000 and an assistant at \$1,600, or \$3,600 altogether, thus saving \$2,400, which means something on every job that is done for those three Executive Departments. And in the process of consolidation we will find that we will need a less number of compositors and pressmen. In the branch offices, if there comes along a "rush" job, all hands get on the job, and it is hustled through, and after that there may be nothing to do which would require them to be kept steadily busy. The next day, if there is nothing in a special pressure to do, everybody jogs along. If the work coming from the other Departments were properly systematized, those chinks would be filled up to a large degree at least, which means that we would require less men, all told.

MR. SULLIVAN. Is that building on F street big enough to admit of consolidation?

MR. STILLINGS. Yes, sir.

THE CHAIRMAN. Does your recommendation contemplate consolidating these three branch offices and retaining them in the building now occupied; not bringing it over to the public printing office?

MR. STILLINGS. No, sir; I would not, in that case. If you hold that it is all right to keep out the Treasury branch, then I do not see

why the same reasoning would not hold good regarding these three Departments.

Mr. SULLIVAN. Is your opinion based upon considerations of economy which would be affected by locating them all in the main printing office, or based rather upon considerations of necessity for getting the work out quickly for these special Departments?

Mr. STILLINGS. A little of each.

Mr. SULLIVAN. Suppose we leave out the question of the peculiar necessities of the State Department, and also the question of the danger of loss of valuable papers, would it be your opinion that it would be better, considering the question of cost alone, to have all of this printing done in the main office?

Mr. STILLINGS. Absolutely; I have taken that stand—that upon the question of economy of dollars and cents, there is no question about it.

The CHAIRMAN. When you take one of these branch printing offices out of the Department, from under the roof where it is now, could you not just as well move it to the Government Printing Office as to move it over to another building several blocks away and consolidate it there with another branch office?

Mr. STILLINGS. If you are taking action which would govern all alike, I should say yes.

The CHAIRMAN. Now, in the case of the branch offices, I should say, so far as the State Department is concerned, where they claim to have valuable papers, it might be dangerous to have them taken to the Government Printing Office; and would they not be subjected to the same danger if they were taken several blocks away and put in a building now occupied by the branch office of the War Department?

Mr. STILLINGS. Exactly. It is somewhat illogical, if the War Department can send out of the building and get its work done, that the State and Navy Departments can not do the same thing.

The CHAIRMAN. If they send it out it would seem to me just as safe, just as practical, to send it a little farther and to have it done where the Government printing and binding is done, where practically all of the other Government printing is done, as to send it a few blocks away.

Mr. STILLINGS. That is quite true. That is the natural assumption. If we agree that the War Department was right in having a branch office on a side street, then it applies equally to the other Departments, and it is equally possible to go to the main office.

Mr. TAYLOR. Did all of the three Departments claim that there are some private matters which require special attention close by, or was it only the State Department?

Mr. STILLINGS. I have had no talk with any of them excepting the Treasury Department, but I said in my remarks that they would claim that. It is claimed that that is the reason why those branches are there.

The CHAIRMAN. One of the reasons, as I understand it, why the Department objects to a transfer of these branch offices of the Government Printing Office is that they have what they call rush work—work that must be done in the shortest possible space of time. With your experience as Public Printer, is there any rush work done by the Department that requires greater promptness than the work done for Congress?

Mr. STILLINGS. No, sir.

The CHAIRMAN. Is there any work done by a Department that is required to be done in the shortest possible time that must be done with greater accuracy, or that is of greater importance to be done accurately, than the work which is done for Congress?

Mr. STILLINGS. No, sir.

The CHAIRMAN. Is there any printing and binding done in any of these branch printing offices and binderies in the different Departments that is as confidential, that has to be guarded as carefully, as some of the work done for Congress?

Mr. STILLINGS. No, sir.

The Agricultural Division is also down in a cellar, with very poor equipment, and is kept very busy on small job work for the Agricultural Department.

Mr. TAYLOR. Is that in a rented building?

Mr. STILLINGS. No, sir; in the Agricultural building, in the basement, under the Secretary's office.

Mr. TAYLOR. Have you seen the new building?

Mr. STILLINGS. No, sir.

Mr. TAYLOR. Does that provide for printing?

Mr. STILLINGS. Not that I know of. The equipment in that branch office is very poor. We have a good foreman there, who understands his business, and he tells me that he has kept his force pruned down close; and I believe he has. His people are efficient. But I do not see anything there but what can be done in the main office just as well.

In the Interior Department we have a very poorly equipped division, in small rooms in the basement, with very poor light. The equipment there, the same as in the Agricultural Department, is for a medium-grade job office.

#### AGES OF EMPLOYEES.

The CHAIRMAN. About 33½ per cent of the people employed in that office are 70 years old or over—so I am informed by the foreman.

Mr. STILLINGS. They have also a little branch bindery up in the loft of the Pension Office. There are two or three men and two women. The men do the forwarding and finishing, and the women do the folding, sewing, and special work. That, it seems to me, could be brought to the main office. I think so specially in the case of the Interior Department office more than any other, because it is nearer to us, and the element of time does not enter quite as much into the proposition as it would with the Treasury, State, War, Navy, and Agricultural Departments. Where there is a will there is a way. If those people are willing to cooperate with us, with a proper delivery system, which is very simple—we have provision for 12 bicycle messengers at the Office—and when Congress is not in session we can give them all the messenger service they want, and when in session we can create a temporary additional force. So far as delivery service is concerned, we have teams enough, and we can put on extra equipment if necessary. But in the point of expense and equipment, if those places can be consolidated, it will enable us to turn into the Treasury some additional money, although not a great deal. The presswork also that is now being done in the branch offices would be concentrated on the presses in our Office.

The CHAIRMAN. The annual message of the President of the United States to Congress is usually printed at the Government Printing Office, is it not?

Mr. STILLINGS. Yes, sir.

The CHAIRMAN. And it is usually submitted to you some weeks in advance of the time that Congress convenes. In order to avoid getting that into the hands of the public, it is kept absolutely in confidence by the Government Printing Office, is it not?

Mr. STILLINGS. That is correct.

The CHAIRMAN. From your knowledge there has been no leak?

Mr. STILLINGS. The annual message was printed once in years past, so I am informed, in a branch office, and somehow its contents reached the public ahead of time. There has never been a time in the history of the main office, at least to my knowledge; when the men have violated the trust imposed upon them in handling confidential work. They can be trusted absolutely.

Mr. SULLIVAN. Going back to the subject of the Library again, is it customary for a first-class library, like the New York and Boston libraries, for example, to do their own printing and binding?

Mr. STILLINGS. Yes, sir; in the Boston Public Library—I don't know as to New York—they have a man who is well posted on printing and binding who does the work for them in a plant installed in the library building. In the Carnegie Library in Washington they have, I am told, equipped a complete binding plant, but they contract with a binder in the city to furnish the leather and labor, they furnishing the equipment.

Mr. SULLIVAN. Does the contractor send his men to their place to do the work?

Mr. STILLINGS. Unless it has been changed within a few months that is what he has been doing, sending his men and material to the bindery, because his own place was not sufficiently fireproof.

The CHAIRMAN. That library has no connection with the Government Printing Office, has it?

Mr. STILLINGS. Nothing whatever, excepting that we print the annual report.

The CHAIRMAN. The report to Congress?

Mr. STILLINGS. Yes, sir.

Mr. SULLIVAN. If these branch departments which you have been discussing this morning were placed in charge of the Government Printing Office, is there any danger that the office would become so large as to become unwieldy?

Mr. STILLINGS. No, sir; I think not. In any printing business or any other line where the work has gotten into fairly uniform channels it is conceded that, inasmuch as material and equipment are changed every few years, the investment should be worked for all it is worth. We have put in the Government Printing Office about 143 typesetting machines, costing, roughly, \$500,000. None of us knows when a new typesetting machine may come on the market which will be more economical in its operations, or possibly in its initial cost, so that within a few years, if we do not take advantage of that machinery, we should be out of the running as against the commercial printers. Therefore, with our present investment, is it wise to continue hand composition, or to work those machines only eight hours a day when we might profitably work them sixteen

hours a day? We have the machinery, the rent costs no more, the insurance costs no more, depreciation costs no more, therefore we should use this modern machinery while it can be used to advantage, because we may not be able to use it over ten years on account of wear and tear and of improved machinery. We must not be handicapped with old machinery. Applying that line of reasoning, it is my desire as fast as competent operators can be trained and as fast as other work can be assigned to those who are incompetent, those who can not get the hang of the machines so as to produce the proper amount of work from them, that we shall take more and more work away from the hand compositors and put it on the machines. I know that there is going to be bitter opposition to that. A man produces, we will say, 6,500 ems a day by hand, and is replaced by a man at a machine for the same wages who produces possibly 15,000 or 16,000 ems or more a day. That is not going to be welcomed at all, but it is necessary if I am to do my duty as Public Printer.

The CHAIRMAN. Is that the principle applied to commercial printing offices too?

Mr. STILLINGS. Certainly. Any well-managed printing office finding its business congested would put on a night force. It is always known that men regularly on night work do much better work, their minds are concentrated on their work, and the average product of night work will run 8 or 10 per cent more. Telephone messages are not coming in, callers are not coming in. I believe that that is the policy that should be adopted, and is one of the things which will tend to ultimately decrease the cost. It is a long row to hoe, but I believe that it can be accomplished.

All of the branch offices together have had in binding and printing during the first three-quarters of the fiscal year, to March 31—there has been charged against them for labor and material—\$276,392.23. I have attempted, as near as I could, to reproduce the last quarter upon the basis of the three quarters preceding, and calling that the fourth quarter, namely, the months of April, May, and June, I have reached an expenditure of \$92,130, which would show an estimated expenditure of \$368,522.98 for labor and material.

The CHAIRMAN. Does that include all of the departments for the last three months?

Mr. STILLINGS. The last three months. That would be an estimate for the year of about \$368,500.

The CHAIRMAN. Do I understand that the amount charged to all of the departments is two hundred and seventy-odd thousand dollars?

Mr. STILLINGS. For branch offices only.

The CHAIRMAN. For the last three months?

Mr. STILLINGS. No, sir; the last nine months.

The CHAIRMAN. And your estimate is for the remainder of the year?

Mr. STILLINGS. For the remainder of the year, \$92,430.

The CHAIRMAN. Can you give the committee an estimate of the number of cubic feet of space that would be added to the use of the Departments by taking these branch offices out?

Mr. STILLINGS. No, sir; I have the square feet, however. The Interior branch occupies 2,546 square feet of floor space, the Treasury branch 5,035 square feet, the State branch 2,396 square feet, the

War branch 3,244 square feet, the Agricultural branch 2,072 square feet, the Navy branch 2,728 square feet, and the Library branch 1,418 square feet; and I would say in explanation of the Library branch that more than one-half of that space is devoted to binding, the balance to the printing office.

Mr. SULLIVAN. You are referring to the Library branch?

Mr. STILLINGS. Yes, sir. Those comprise all of our branches—seven in all. They occupy approximately 22,000 square feet.

The CHAIRMAN. As a rule, would these rooms be desirable for use in the Departments in connection with departmental work—I mean the rooms that would be vacated and that are now occupied by the branch offices?

Mr. STILLINGS. I should presume so, for the reason that the rooms immediately adjacent to them are used by the Departments; they are rooms of a similar character. They are mostly basement rooms, having only a fair amount of light. I have here, if you are interested in knowing it, the working floor space in the Government Printing Office main building.

The CHAIRMAN. How much is there of that?

Mr. STILLINGS. In the G street wing there are 285,056 square feet; in the Jackson alley wing there are 201,846 square feet. We have room for consolidating quite a little, but it must not be forgotten that in the consolidation almost all of the equipment in use in the branch offices would be recommended by me for condemnation.

The CHAIRMAN. All equipment?

Mr. STILLINGS. The larger portion of it.

The CHAIRMAN. And the machinery would be condemned also?

Mr. STILLINGS. If some of the presses happen to be in a better condition than some of those in the main office I should then take out the least desirable of those in the main office and put the best of those from the branch offices in the main office; in other words, save the best.

The CHAIRMAN. Can you give us any idea of what the machinery in these various branch offices is worth?

Mr. STILLINGS. No, sir.

The CHAIRMAN. You have no estimate of the value; you have taken no inventory of the property in the branch offices?

Mr. STILLINGS. No, sir; excepting that I know what is in the offices; but I do not know its value. That is something we ought to do, and I have taken the liberty of preparing a proposed addition to the sundry civil bill, which I hope you will favorably consider later, regarding an inventory system.

#### SALE OF CONDEMNED PROPERTY.

The CHAIRMAN. Do you know whether or not it has been the practice of the Public Printer to take an inventory annually of the property in the Government Printing Office?

Mr. STILLINGS. I have understood from the chief clerk that it has not been taken at any stated period; but I have here the last inventory, taken in May, 1905. What had been done previous to that time I do not know, but I have understood that there has never been any regular method.

The CHAIRMAN. Your property has been condemned and sold every year, has it not?

Mr. STILLINGS. Yes, sir.

The CHAIRMAN. And that money is turned into the Treasury as miscellaneous receipts?

Mr. STILLINGS. Yes, sir; and it is specifically itemized as to the sale of old presses, old type, or other material.

The CHAIRMAN. Would there be any way by which the Government could check up, for the purpose of ascertaining whether the condemned property had been accounted for?

Mr. STILLINGS. Yes, sir. There is a system which is in use in a great many offices throughout the country, and becoming more and more necessary now than ever before, by which a proprietor can keep posted from month to month as to just what he owns. Every addition is entered, every exchange or sale is properly classified and accounted for, and there is an accounting on each class of goods, each size and style of type. In the Government Printing Office, if you care to know how we dispose of material there—

The CHAIRMAN. I know in a general way. The question was whether, in checking up the proceeds of the sale of property, that it had been turned into the Treasury Department and properly accounted for.

Mr. STILLINGS. Yes, sir. We have a system by which we can trace back the order of condemnation on any machinery or material, so that we know what sum is realized from it, and that sum is turned into the Treasury and properly accounted for, both by the Treasury and ourselves. This is practically the same system that was in vogue when the Printing Office was first purchased, and it is a very reliable method.

The CHAIRMAN. There was another matter that was brought out in the hearings before the legislative subcommittee of this committee upon which you had not completed your investigation, and I will ask you if you care to make a statement in regard to it—that is, the document room of the Printing Office. Have you made an investigation as to that with a view of making changes for better administration?

#### DOCUMENT DIVISION.

Mr. STILLINGS. I took the matter up very shortly after my appearance before the legislative subcommittee and found the document division properly divided into three sections—the sales, the cataloguing section, and the shipping section. There were clerks in the Office, several of them unnecessary, I thought, handling the sales section. I believe that a great deal of the correspondence that is now in vogue can be eliminated, and I am preparing forms to do away with a great deal of it, which will permit us to reassign some sales-section clerks to the catalogue section and direct the energies of those clerks toward bringing up the catalogue to date. The law provides that at the end of every Congress a catalogue shall be issued of all the documents issued during that Congress. Those catalogues have always been behind time. My reasoning upon that matter was that there might or might not be some change in legislation, but in any event we should obey the present law and bring that document catalogue up



to date, and our clerks are working on that book with this point in view.

Mr. SULLIVAN. Do you know also that the catalogue was made up without any reference whatever to the question of the availability of the document? In other words, that it contained a list of a large number of documents that had gone out of print and were no longer available for use?

Mr. STILLINGS. I know that the entire work under the former superintendent of documents had been more or less incomplete and very unsatisfactory in its general scope, and I am endeavoring in this classification and indexing to have it done with greater care and discrimination, so that the catalogue will only cover those features which it properly should.

The CHAIRMAN. Under the law which directs the appropriation for and the publication of this catalogue, are you required to carry in it all Government publications or documents heretofore issued by the Government, or are you only required under the law to carry the documents issued under the authority of the previous Congress?

Mr. TAYLOR. That is, live documents.

Mr. STILLINGS. It is only for the live documents—for the documents issued during that Congress.

The CHAIRMAN. As Mr. Sullivan says, the catalogues are frequently filled up with a lot of documents entirely out of date and which can not be obtained.

Mr. STILLINGS. Our cataloguers have been priding themselves that they were expert cataloguers, and I took up that matter with a view of showing—

The CHAIRMAN. Before you go any further with that, I would like to call your attention to the fact that the Librarian of Congress also publishes a catalogue of Government publications.

Mr. STILLINGS. I have understood that he did not send a catalogue out to the libraries.

The CHAIRMAN. He is obliged, under the law, to keep at least two copies of every Government publication in the library. My recollection is that he informed the committee when before the legislative subcommittee that he was cataloguing all of those general publications. The question came up as to whether there was necessity for having it done, or whether he should be restricted in that regard.

Mr. STILLINGS. Right along these lines, and departing a little from the question of the superintendent of documents' office, I had some talk with Mr. Putnam recently as to whether we could not cooperate to greater advantage to the Government, particularly in regard to the matter of cataloguing. I found that the people in the superintendent of documents' office were priding themselves on being expert cataloguers. I put them to a test on indexing the printing law, with the result that while they indexed it up to a fair standard they were not anything like experts, because they passed things that an expert never would pass. Some things they did incorrectly. So, going upon my own experience with them and what I understand they have accomplished in past years, I feel that this cataloguing should be looked into thoroughly. But, as I am a printer and not a librarian, I felt that it was better to consult with Mr. Putnam in regard to that matter. It was suggested by Mr. Putnam that on account of the

fire hazard in the old building, and as we have no room in the new building unless it is taken to the detriment of the manufacturing end, and to the inconvenience of the clerks connected with the library work itself, he would be willing, on the assumption that it was right for us to have a branch printing office in the Library, to have a branch of the superintendent of documents' department in the Library, so that the reference library and the indexing and cataloguing portion of the work might be done in a fireproof building. He said he was willing and glad to make an arrangement to do that if I saw no objection and if there was nothing in the law to stand in the way. I asked him if that would not be a good way to take up this cataloguing and get the benefit of his experts in doing the work, correcting it, and doing it in a manner best suited to his purposes, to which he agreed.

In our mutual talk on this matter this thought was brought out—that the superintendent of documents was really the distributing agent for documents, one might say the sales office for documents. If it were limited to that work under the direction of the Public Printer and if the cataloguing was done by men who must of necessity be experts in the Library of Congress, then the work would be done very much more thoroughly, I think at less expense, and with better results to the Government in every way. If that could be done without special legislation I think it should be done now. The clerks could be carried on our rolls and we could get much greater returns from the money that we now spend. At the present time the efforts of the superintendent of documents are divided so between the sales end of the work and his other duties that he can not give proper personal attention to the cataloguing, in my opinion. We are carrying a great number of documents there, and the Printing Committee are trying to dispose of a great many, and I think we will ultimately get rid of some of them. We have a large force of laborers connected with the document division, and it seems to me, in looking over their work, that some of them might be doing a great deal more than they are doing. But I have hesitated to disrupt and tear up that end of the business, lest in the doing of it I hamper our work to the extent that we bring about chaos. That I don't want to do. I have been watching also pretty carefully the clerical force there, and have found that there has been one man at work there for a number of years who has had a large goitre, something or other on his neck, and he would come down in the morning, sit down to his desk, and if he dropped his pen or his pencil somebody would have to get up and go and pick it up for him. He finally died the other day, and I have not filled his place yet, and would not be surprised if we could get along without him.

I only mention this to show how those matters tend to pull up the expense of administration. As I remember it, our expenses run something like \$50,000 per annum for the administration of the superintendent of documents' office. If you will kindly bear with me for just a few minutes I would like to give my views on how that ought to be handled in order to reduce some of the dead loss. The law says that these documents shall be sold at a price set by the Public Printer, which shall be the cost. I do not find that it says that they shall be sold for the cost of manufacture, and even if it did

I think I could properly construe that to mean the cost of getting them into the customers' hands. That cost means the salary of the superintendent of documents, or at least a goodly portion of it, the printing and stationery for his division, all the clerical force in the sales and shipping branches, and any other legitimate expense should be covered in. I think we presented a statement at the previous hearing that the salaries, wages of laborers, including the salary of the superintendent of documents, amounted to something over \$50,000 and that the sales of the office amounted to about \$17,000 per annum. I am now having a table prepared showing what it costs on the sales, for the salaries of the clerks to handle the money, preparing orders for the shipping room, the cost of the laborers in the shipping room, and leaving out entirely the indexing and cataloguing force. This table will enable us to arrive at the correct percentage of selling cost to be put on every book sold.

Now, here is a feature that is decidedly peculiar, and has no direct bearing upon this question excepting in the matter of price and to illustrate how a price may be determined. A great many people send in orders for books that have to be hunted up. Our clerks have to go to the reference library and hunt and dig, and consume time in getting the information necessary in order to pick out the proper books. That all may be said to be a part of the cost of selling these books, but that has nothing to do with the classes of work that I have mentioned—that has nothing to do with indexing. Some time ago we got out a book about this size, a book with a black cloth cover, and I think the edition cost something like 24 or maybe up as high as 33 cents apiece; so the price was set at something like 33 or 37 cents apiece. Now, I find upon investigation that these books are sold by bookstores down town for \$1.50 a copy, and that we can not fill orders in the document division because our stock is exhausted. I found upon investigation that many of these books had evidently been bought up in quantities under various names, or by some method not according to the law; but notwithstanding that condition, and the fact that these books sell in the bookstores for \$1.50 apiece, we could well afford of course to sell them for 50 cents apiece, and a 50-cent piece being even money is easier for the customer and for us to bundle and enables us to show a good margin, and we would not come out short at the end of the year, or at least with a considerably less difference between sales and salaries.

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WEDNESDAY, *May 9, 1906.*

BRANCH PRINTING OFFICES.

The CHAIRMAN. Mr. Stillings, I wanted to ask you: Do you know of any law authorizing these branch printing offices in the Departments?

Mr. STILLINGS. No, sir.

The CHAIRMAN. Do they exist by authority of law, or simply because they got started years ago and were built up gradually as a result of the desire of the Departments?

Mr. STILLINGS. The law of 1895 recognized their existence. Before the new building was put up the Government Printing Office was

pretty well spread over this city, and down in the Union Building there were several divisions; and that is how the practice sprang up of having the foreman practically a law unto himself. He had his branch offices, and bureau chiefs sent to him for what they wanted. That condition is gradually disappearing since all divisions, except branch offices, have been installed in the new building. We want to know what is going on through the main office, and nothing can be printed or bound unless it is first registered through the main office (branch offices excepted). The branch offices were originally created because there was no main building in which to do the special work for Departments, and, as they had to be installed somewhere, naturally they were placed most conveniently to the Department they were created to serve.

Here are six foremen, leaving out the Library of Congress, at \$2,000 apiece, representing an expenditure for salaries of \$12,000. That is a small amount, you will say; but judged in relation to the volume of business done, it is a large percentage. I do not think we will need more than one foreman.

Mr. SULLIVAN. In effecting that economy, would it be at the expense of the quality of the work and the promptness in delivering it to the Departments?

Mr. STILLINGS. I can not see how it could, unless the Departments should be unreasonable and should not be disposed to give us the time necessary to send a messenger on a car or allow him thirty minutes to ride back and forth on a bicycle; unless they demanded something of us that was unreasonable I do not see how it would make any difference.

#### MATERIAL AND MACHINERY.

The CHAIRMAN. What amount of the money appropriated by Congress for public printing and binding is paid out for material—what proportion?

Mr. STILLINGS. Perhaps I had better give you the figures as near as I can get them here for the last year. For machinery, materials, and supplies, from July 1 to the end of this fiscal year, \$1,023,065.91. The last quarter is estimated. The three previous quarters are actual.

The CHAIRMAN. That is for the material and machinery?

Mr. STILLINGS. Yes, sir; for material and machinery and such supplies as oil, benzine, waste, etc.

Mr. SULLIVAN. Did you ask about the cost of labor in connection with that?

The CHAIRMAN. No; this is just purchase of material alone.

Mr. SULLIVAN. I thought you made an inquiry respecting the proportion of labor and materials now.

The CHAIRMAN. I asked him if he could give the percentage of material with respect to the total cost.

Mr. STILLINGS. That is, roughly, one-sixth of the appropriation that was made. Six million dollars was appropriated, and a little over \$1,000,000 was expended in this direction.

The CHAIRMAN. What system prevailed in the Government Printing Office when you took charge in regard to the purchase of material, and have you made any changes in this respect that would effect any

economy in the amount of material that it would be necessary to purchase during the next fiscal year?

Mr. STILLINGS. It is a little difficult to examine into that, because we have had so many varied experiences along those lines; but almost from the very beginning I found vouchers coming downstairs from the different departments, going either to the foreman of printing or to the chief clerk or to the foreman of binding, and it seemed that the mere signing of a name was enough. The thing would go through. I found several items that were repeated three or four times, one after another, and it seemed a little singular that the materials should be used up so quickly. I looked into it myself, and now a careful examination and research is made by the chief clerk and by the foreman of printing and the foreman of binding before they put their names to a requisition to be sent to me for supplies.

In regard to purchasing supplies, most of our supplies are covered by yearly contracts.

The CHAIRMAN. How are these contracts made?

Mr. STILLINGS. We advertise for bids and send out specifications. Samples are submitted, and the bids are opened in the presence of those who bid, and the matter is subject to the supervision of the Public Printer, who has it in his power to reject all of the bids or to select those things that he determines to be for the best interests of the office. He is not obliged to accept the lowest bid if the quality is not deemed best suited for the purpose.

The CHAIRMAN. Had that practice prevailed some time before your taking charge of the office?

Mr. STILLINGS. Yes, sir.

The CHAIRMAN. So that the Government was not purchasing more material than it needed, and was not paying a higher price for it than a competitive open price?

Mr. STILLINGS. No, sir. As I said before, when I was here before this committee previously, the method of purchasing had been safeguarded, but the method of disposal of it was wrong.

#### METHOD OF LETTING CONTRACTS FOR MATERIAL.

The CHAIRMAN. I was not present when you made your statement before, and I did not know whether you had made any change in the method of purchasing that would result in your being required to purchase such material in the next fiscal year on the basis of the same amount of work now being done.

Mr. STILLINGS. I will have to cite one or two instances, so that you will see how the thing is working out. This is a somewhat lengthy statement [indicating statement of contracts, in print].

The CHAIRMAN. Go ahead.

Mr. STILLINGS. Those articles which are covered by bids and under contract, as to those, of course, the price is settled. Now it becomes a question as to how much of the quantity asked for we will need to use during the coming year. Here are contracts for material for public printing and binding for the year ending June 30, 1906. We will take up some one item that is easy to understand, as, for example, metal for typesetting machines. We see here:

No. 598. One hundred thousand pounds monotype metal for Lanston monotype machines, equal in all respects to that now in use in this office, of which

sample will be furnished. Bidders will be required to submit formula used in the composition of the metal proposed to be furnished, based upon 100 pounds of the finished product, and to submit samples of the same. Metal to be molded in ingots, as follows: Length,  $2\frac{1}{2}$  inches; width,  $2\frac{1}{2}$  inches; height, 1 inch, per pound, ———.

In this contract it states that we shall require a certain quantity, more or less. We do not bind ourselves to use 100,000 pounds exactly. We shall require more or less.

Now, that order came down from one of the typographical divisions for 25,000 pounds of monotype metal. I looked over the thing and said, "How many pounds have you had this year?" They said, 75,000 pounds. I said, "That is close up to the amount we originally asked for. All right, go ahead." A little later an order came down for 10,000 pounds. I said, "That is rather singular. We ordered 25,000 pounds just a little while ago. What have you done with it?" The answer was, "Well, it is gone." I referred the matter to the inspection division, and said, "Look over the ground there and find out how much dead matter is standing of monotype metal, and have that stuff sent down to the melting room to be put into the melting pot, skimmed off, and recased into ingots, and see what we can get out of it before I order any more." That was done, and it saved our purchasing any more metal just at that time.

Mr. SULLIVAN. How much did you get?

Mr. STILLINGS. We got something like 30,000 pounds out of that lot. That was nobody's fault—the fact that it was lying there—because dead matter is always accumulating. The next time we looked, it might be live matter standing there waiting for orders. But it shows that careful examination must be made. If we are going to purchase and handle material intelligently we must know what we are doing, otherwise we are expending money needlessly.

I then found that the price of metal was going up, after looking up the price lists on staple goods. We are buying monotype metal to-day under a contract of a year ago, covering the fiscal period from July 1 last to June 30 of this year. We are buying monotype metal now for a trifle under 7 cents a pound. Our lowest bid this year is a trifle under 9 cents, from a house that is somewhat unreliable, and our average bid is 12 cents a pound, or \$240 a ton, as against a little less than \$140 a ton last year, and we are supposed to use at least 50 tons in a year. Actually, we use more than that, because there have been ordered 110,000 pounds in addition to what we had secured by melting down the standing metal in dead matter; and because the price is advancing, it appears that it would be perfectly proper that we should load up on all the metal we can get before July 1.

The contractor is not living up to his contract with us, and is trying in every way possible to escape the delivery of another order recently sent him for 40,000 pounds, on the ground that the Government is rich and does not need it, and is putting a hardship upon him; and he says he does not believe the Government of the United States wants him to suffer. I said, "We are not tied up with sentiment on this proposition. Suppose the price had dropped and our need was urgent, and we bought outside, or could buy outside, for 4 cents; you would have damages against us." He said, "Yes." I said, "You will have to deliver these goods." He has been backing up on

the proposition, and has not delivered the 40,000 pounds yet. I went with our chief inspector, who was looking after the details of the matter for me, to the Solicitor of the Treasury, and we have found that the contract itself is all right and wholly binding, but could be made a little more so, with advantage to our Office; hence a new contract will be drawn up by the Solicitor of the Treasury, which will be sufficiently strong and binding to additionally protect us against anything of this kind, even to the smallest point.

In the meantime we are pressing these people to deliver the metal ordered, and hope we shall be pretty well stocked up with monotype metal before the beginning of the next fiscal year. Of course we have sufficient funds out of the present appropriations, and it saves the Government in avoiding excessive expense on that item next year.

Our method in ordering supplies which are contracted for, where the price is clearly set, is to study the market, and wherever we find that the price is advancing we order up all we are likely to need in the next six months before the end of the fiscal year. Before the end of this fiscal year we want the Government Printing Office to be full of those supplies on which the prices are rising, based upon past performances, for a few months to come, allowing for some proposed economies that we wish to make. As to future purchases, where the prices are going to be less after the 1st of July, we are not ordering any more than we need until after July 1 next.

#### INK.

Now, there are a great many propositions coming up, miscellaneous items, notably the printing ink, which is now bought outside of contracts. Our method in such cases is to send for bids to an agreed list of bidders, which is added to as requests come in from reliable houses to be considered as bidders. We send them a sample of what we desire to purchase, with a request for a figure, stating the quantity and the terms under which we purchase; that all goods must be delivered f. o. b., Government Printing Office; that samples must be matched; that in case they are not the goods will be rejected, and that they must be removed at the expense of the person supplying them.

On the receipt of those figures they are all submitted to me with the original requisition from the division which needed the supplies, and the result is, in printing inks, for instance, where we have several different grades of printing inks needed for different purposes—a machine-finished ink, or news ink, or calendared-book ink, or coated-book ink—we have received estimates all the way on one grade from 25 cents a pound to 9 cents a pound from reliable houses. Now, any printer knows that the printing ink proposition is a very ticklish business; that a cheap ink, an ink at 10 cents a pound, may not have the life and spending quality that is required as against an ink at 20 cents; that of two inks, one at 20 cents and the other at 10 cents a pound, both intended for the same purpose, the 20-cent ink may be cheaper in the long run than the 10-cent ink. It may give less trouble, may not dry on the rollers, so that much care has to be used in the selection, and I can readily see that a man as Public Printer, who did not understand those things, might make serious mistakes either

way if he took the bit in his teeth or depended too much upon his subordinates, because if the subordinates were indifferent or inclined to direct the purchases in certain channels, under certain conditions they might do it.

Mr. BROWNLOW. Have you found since you were Public Printer that you were paying a much higher price for ink in the Government Printing Office than the same ink could be purchased for by other institutions?

Mr. STILLINGS. No: I do not think so; not as a whole. I can tell you why. The requirements of different businesses and the qualities of ink vary somewhat, sometimes with the conditions of the atmosphere and the climate and with the nature of the work, and so forth. But, taken as a whole, I think the intent here has been to buy the ink at fairly reasonable prices, although they have not gone into it with the thoroughness that I have endeavored to use—that is, they have not opened up the way for ten or a dozen reliable ink houses all over this country to submit samples and bids.

I gather that conviction as much as anything else from the fact that it is quite a job to take the samples which ink concerns send in and test them. It is a hard thing to do, and nobody especially welcomes that task. I have insisted on it, however, because I was given very clearly to understand when I was appointed that every reliable manufacturer must be given consideration on this proposition—at least given a hearing and a chance to submit samples. When we make what we call an open-market purchase, and we have seven bids and can only award the contract to one bidder, we notify the other six as to whom we have awarded the bid and at what price. Some persons have said that this method may be inviting combinations as to price. We do not fear that, because if it appears, so far as printing ink is concerned, that manufacturers are making a combination, then, by that action they are simply putting a premium upon our making our inks ourselves, and if we can buy our dry colors and make our inks there on our own formulas, I think it would be good business to increase the pay roll by requisitioning from the civil service a skilled ink maker. We make our own ink for our embossing presses. It would pay us, I think, in the long run to make it, if for no other reason than on account of the constant annoyance of getting bids and going through the trouble and risk of experimenting with various lots of inks.

Our policy, however, has been to treat these people who are bidding in such a way that they will feel that they are being treated fairly: that Stillings's friends are not being taken care of. Nevertheless, we take some chances, and when occasion arises we say, "This ink is wanted," and that goes.

When it is reported in the ink line or any other line that things are not as they should be, they are investigated. If it is found that the goods are not like the sample, the firm that supplied the goods is notified to remove them, and if they fail three times within a reasonable period to match our samples, they will be barred from the list of bidders, because we have not time to experiment, and we assume at the start that they are reliable firms and know how to match our samples. Although that is a somewhat drastic policy and may make some enemies for us, the Office in consequence of it will be relieved



from the burden of experiments and will finally cut down the number of bidders to some half dozen who can be depended upon to deliver what they have agreed upon.

I will cite one case now where we were paying 30 cents for ink that we are buying now for 17 cents a pound, and we order 5,000 pounds of it every few weeks. Another ink that we were buying for 25 cents we are buying now at 9 cents. Now, the 9-cent price looked very ridiculous to us at first glance, but the house was a reliable house, and we wrote them that if the ink was not in accordance with our sample they would have to remove it, and in view of the fact that they had cut the price to so low an amount, we would bar them from the list of bidders hereafter if that ink did not turn out good, because they had no right to make a speculative bid.

#### COAL.

As to the question of coal, we have looked into that matter as regards the consumption of coal, as to whether the hard coal, which we are forced to use on account of the smoke law, could not be displaced by soft coal if we changed our boilers. We are paying something like \$5.75 a ton for hard coal. Have tried to ascertain whether, instead of continuing the use of hard coal, we could use the Georges Creek soft coal, which is generally conceded to have more heating power and will fire up quicker and give a more lasting and intense heat than hard coal for boiler purposes, and whether we could not put an automatic stoker attachment to the boilers, to prevent a fine from committing the "smoke nuisance," and make a saving in that direction.

Mr. TAYLOR. What is the cost of the Georges Creek coal?

Mr. STILLINGS. Three dollars and twenty-five cents per ton—something like that. We use about 20 tons a day in the busy season.

#### OIL.

Coal happens to be under contract, but machinery and engine oil was not under contract, and we found that we were paying something like 35 or 38 cents a gallon. We had that looked into in northern factories. We had the Butterick Publishing Company secure an analysis of a sample of that oil, and now we are purchasing it to-day at something like 15 cents a gallon less than before, and it is doing fully as good work. We are using several good grades of oil, and are following that system all through, with the result that there is quite an appreciable saving.

#### INK.

Mr. BROWNLOW. Have you had as good results after these tests were made?

Mr. STILLINGS. Yes, sir. In the matter of ink, the fountain, say, has so much ink in it when we start in the morning we can form a close estimate as to that. We know how much we put in during the day, and a record is kept of a run of, say, 10,000 impressions. On another press we have the fountain cleaned right out and the new

ink put in. When we get through with the job we take what ink is left out of the fountain. Then we take the new ink and we do the same, and when we find that the life is practically the same it is pronounced all right. In case of a difference like that—between 9 cents and 25 cents a pound—we will suppose that if it took 2 pounds of the cheaper to do the work of 1 pound of the dearer we would still be ahead. It would cost 18 cents—2 pounds at 9 cents each—instead of 25 cents for 1 pound. But there are other considerations. If the ink dries too quickly we have to stop and wash the rollers, and in that way we reduce the output of the press. We lose there. We may spend \$2 in loss of output per day, and we have to cover all those items before we can determine that we are buying intelligently.

#### PURCHASE OF SUPPLIES.

Just to show you what the inspection division has done here, I insisted on all orders, whether for purchases under contract or open-market purchases, that they go to the chief inspector before they come to me. They pass, anyway, through the chief clerk. In this office it was originally intended that the chief clerk should do that work, but the office has grown to about six or seven times its original size—nearly seven times—and the chief clerk has not had the necessary assistance to cope with that proposition, so that it would be quite natural that many orders should go through in a regular routine manner. O. K.'d, and go ahead, forgetful of the fact that the material in question has to be handled after we get it.

The question is, Do we really need it? We have had these things looked over, and we have found in some cases that it has been the custom of supply houses to quote us what is known as the "long price," the highest or list price.

We secure not less than two bids, and in some cases three or more, unless pressed for time, and then we should restrict any order to be placed to that portion absolutely needed in a hurry. Suppose there was a special rush and we needed 50 dozen of something in the way of supplies. We would order 5 dozen at whatever price it cost, but leave the remainder to be bought later under several estimates.

#### SAVINGS MADE BY THE INSPECTION DIVISION.

Following that policy, I have had a memorandum prepared by the chief inspector, showing that there was a saving made on a few articles amounting to \$10,254 within a period of a little over one month:

GOVERNMENT PRINTING OFFICE.  
OFFICE OF THE PUBLIC PRINTER.  
INSPECTION DIVISION,  
Washington, D. C., May 8, 1906.

SIR: I herewith hand you itemized report of a few of the articles which this office has purchased and on which a saving has been made:

Saving on—	
600 dozen quoins.....	\$67. 37
Linotype and monotype metal.....	1, 000. 00
Repairing of old pump bodies.....	79. 25
Special matrices for headings.....	1, 527. 95
Monotype keyboard.....	46. 25
Sparks round hole drilling machine.....	300. 00
Supplies for linotype machines.....	135. 00

## Saving on—

Board-lining machine, returned-----	\$650. 00
4 National book-sewing machines-----	4, 800. 00
Baling (paper) press, returned-----	650. 00
48 pounds blue powder-----	4. 48
Requisition No. 100-----	9. 00
Requisition No. 102-----	40. 50
1,100 pounds glycerine-----	34. 50
Oil, former price 30½ cents, present price 24 cents per gallon, 3,266 gallons, used in one year-----	424. 50
6,932 pounds glue, estimated-----	485. 24

Total----- 10, 254. 04

The above are only a few of the many different lines of articles and supplies that have passed through the inspector's office on which a saving to the Government has been made.

Very truly, yours,

CHARLES S. BROWN,  
Chief Inspector.

Hon. CHAS. A. STILLINGS,  
Public Printer.

On the item of linotype and monotype metal we saved \$1,000, and had it not been that the price of metal now is lower than it is likely to be in the coming year, it would pay us to wait until the coming year to buy it. That item would have more real value to the Government under these conditions than it has now.

There was a voucher that came down for about \$1,500 for special matrices for certain classes of work in the Office for which it was not needed, and these matrices were found to be unnecessary. The foreman of the typographical division who drew that requisition was sure that he could not get along without it. The foreman of printing said: "With the pressure upon me here, I have not had the time to look into it. I assumed it was all right, and I O. K.'ed it." The chief clerk said: "This bears two signatures, and I supposed they knew what was wanted, and I O. K.'ed it." The fault went back to the foreman of division. The foreman was the cause of it. He ought to have known better. We stopped that practice and a lot more like it. When those foremen persistently send in for things they do not need it is evidence that they are inefficient, to say the least, and hereafter nothing can be ordered without the most careful scrutiny.

Then we saved \$300 on the Sparks round-hole drilling machine. We took a package of paper and run the drill through; notwithstanding that we soaped it, so that it would go through without creating heat, it would stick between the papers when we started the drill through; it would burn the paper, so it was almost impossible to separate it; and there was no remedy for it. We refused to pay for the machine. First we were satisfied that the machine was not condemned by the workmen or the foreman because somebody had a grudge against the manufacturer, or because somebody had a pull with another punching-machine manufacturer, or because the manufacturer himself, being on the level, had put the machine in and had neglected to "fix" somebody.

Then we saved \$650 by returning a board-lining machine. That is an item where the manufacturer inferred there was a conspiracy in the shop to throw that machine out.

The machine was put in to put linings on one or both sides of binder's boards for certain classes of work; and this machine ostensibly would do that work. When we came actually to put it into

operation the linings which were put on, when the sheet was sprung a little bit, would show wrinkles, and the machine did not perform its functions properly. We said, "Gentlemen, you can send in any number of capable mechanics from anywhere, and we will have this machine tested, and if you can prove that the machine will work all right you can take our employees and put them on, and if they can not use it we will drop them for inefficiency. On the contrary, if you can not make good, out the machine must go."

After looking the machine over and after testing it with our people, the manufacturer was satisfied that it could not do the work. But it required some persuasion and some staying on the job and some careful tests in order to prove that and to tie that man's hands so that he could not justly say there had been collusion and conspiracy there to deprive him of a legitimate sale.

It is my duty to safeguard the office from unjust criticism. The manufacturer, of course, is seeking to defend himself. It is a black eye for him to have the machine thrown out.

Then there is the item of four national book-sewing machines, \$4,800. There were several book-sewing machines bought—I have the original papers here. There were no competitive figures asked for. This was done in June, 1905, and the machines were ordered in spite of the fact that we had enough machines there then and in spite of the fact that the investigating committee had got the ball started on cutting down expenses. There was a general feeling that the cost of printing had gone up too much, and while it might be said it was in the interest of good business to put in these machines to save hand work, at the same time I have not seen any disposition anywhere along the line to drop out some employees to serve as an equivalent for the number of machines put in. The work was dropping off so rapidly that even if it came back to what might be considered a normal condition we had more machines than we needed. There have been machines there, which are there still, which had not been removed before I came, that are equally good as these machines. That is hard to explain. But these four machines out of a bunch of ten have not been delivered. There was no contract binding us, and we simply wrote to the man that there was no business for his machines and we did not need them, and saw no reason why we should take them. He is apparently of that opinion, and it is not our intention to accept these four machines.

There was a paper-baling press that had not been paid for. It was not satisfactory, and we ordered it returned to the manufacturer. That represented a saving of \$650.

Then there was 48 pounds of blue powder, \$4.48; requisition No. 100, \$9; requisition No. 102, \$40.50; 1,100 pounds of glycerin. On that item alone we saved \$34.50.

Three thousand two hundred and sixty-six gallons of oil was used in one year, at 24 cents a gallon, instead of 30½ cents a gallon, representing a saving of \$424.58. On 6,932 pounds of glue the difference between the old and new prices amounted to \$485.24. I have not the particular items here, but that is the difference.

#### ESTABLISHMENT OF INSPECTION DIVISION, ETC.

Approximately these items represent about a month's work. The inspection division has gotten down to this work only in the last

forty days. This \$10,254 would have been expended if the old method had been followed, unless some one of the executive officers had happened to catch the items, which under the pressure of regular business is difficult to do.

I said when I came here that this proposition was too much for one man. I was not able to swing it alone at least for several months. I have called to my aid an inspection division, to be in existence for only a limited period, to clean up special work, which, once done, ought not crop up again, which has cost the Office in salaries something like \$13,000 per annum. If we are sending out a man to inspect another man's work, we want to send out a man of high enough class to command respect and confidence. Therefore the chief inspector selected was a man whose salary we authorized at \$3,600. I was severely criticised for it, because the chief clerk got only \$2,750, and that was an office provided for under the law, with limitations. But I have always contended that a chief clerk at \$2,750 in a \$7,000,000 or \$5,000,000 business is simply ridiculous, even for the Government. I put in a chief inspector at \$3,600 and a statistician at \$2,000 to show me the percentages month by month of materials purchased and used and to see whether those percentages balanced in percentages the wages and salaries and general output of the Office, so that I might have my attention called to leaks, and in order that I might not have to work through a whole mass of unintelligible matter to get at the real essence of any one proposition. The statistician collates the information obtained by the inspector and assistants.

The inspector and assistants give no orders. They see and report. They do not interfere with the administration of the Office. I appointed also three assistant inspectors at \$2,000 a year each.

It was apparent that with the cliques in that Office any man who was picked out to come next to me, if he was to give me reports on the men and women of that Office, should be entirely free from any mix ups, should be understood to have no one to reward and no punishment for any, and I had no doubt in my mind that sooner or later there would be trouble coming up. It was known that every man seeking information for me would have a difficult time, and there would be serious handicaps upon him. So I appointed three men from the case and from the bench, who were familiar with the conditions in the Office. I looked into their records very carefully and found them to be first class in every respect.

I took one of our stenographers, who was an active, bright, and energetic man, working in one of the subordinate offices of the chief clerk, receiving \$900 a year, and ready and willing to work hard; I now have him in the Public Printer's office, working ten to twelve hours a day, and he is now getting \$1,000, an increase of \$100. The total additions to the salary list amount to \$12,600 and the promotions to \$700, or a total of \$13,300.

I could not see, after the most careful consultation with the foreman of printing and the one assistant left, any reason why the other position (made vacant by resignation there) should be filled, but I did take the assistant foreman of printing at \$2,000 and raised him to \$2,250, because he was doing work which, in my opinion, warranted the increase. I found a superintendent of the old building who was absolutely useless. I abolished his office and took the present

superintendent of the new building and made him superintendent of buildings, increasing his pay from \$2,000 to \$2,250.

I found a private secretary there, at \$1,800, and I told him if he made good I would make it worth his while. I found on trial that he could make good, and it was to my advantage to have next to me one who understood Washington conditions rather than to take a man who might be a friend of mine, but still not familiar with the conditions in the city, because a private secretary can save the Public Printer from a great deal when the pressure is heavy. The former incumbent received a salary of \$2,250, and I raised this private secretary from \$1,800 to \$2,000. He is worth every cent of it, and he will be worth more as he gets into the work more with me.

#### INCREASES OF SALARY LIST—DECREASES.

A total expense of \$13,000 has been incurred in increases. On the other hand, there has been a decrease by resignation of one auditor, at \$2,500. I find our system should go further than an audit which merely says that two and two make four. That is about as far as the audit in the Government Printing Office went before. It was nobody's fault. No higher standard was set, and it would not have been appreciated if it had been. I found the head bookkeeper there doing the work thoroughly and efficiently, and the mere addition of the auditor's initials and the checking up of these figures was not, in my opinion, worth \$2,500 a year to us, in view of the fact that the chief inspector and myself examine with the utmost care every voucher bearing the chief clerk's signature, and the chief clerk himself is in turn giving more attention to it than ever before. The fact that each voucher has to have the chief clerk's signature seemed to me not to warrant the paying of \$2,500 to the man who adds those figures up. He was not a practical printer or binder, where his technical knowledge of the trade could be used to advantage. It does not seem desirable to appoint a new auditor at present, and some other assignments in the clerical departments have been made in order to carry out the present plan, for a while at least.

I have also abolished one librarian, at \$1,260. Congress provided for a library for Government employees, and also provided the money to maintain it during the first year of its existence. After the first year there was no specific fund provided, but the Comptroller of the Treasury decided that Congress evidently intended that the library should be taken care of, and that it was within the discretion of the Public Printer to see that it was done. I found that he had possibly about an hour's work in the morning to do, and about an hour's work at noon, and about an hour's work at night. I looked into the condition of the books and found that the work could be taken over without any additional expense by assigning to other clerks who had less than they could do. Therefore I abolished that office and gave the man sixty days' leave of absence without pay, and told him if I could find anything else in the Office suitable to his capacity I would assign him to it.

The laborer who helped the librarian was assigned to the work of a laborer in another division.

When I promoted my private secretary to \$2,000, that vacated an office at \$1,800, and that office is left vacant. I dismissed another clerk at \$1,575, and another at \$1,420.08 was also dropped.

The superintendent of documents was paid \$3,000 per annum. He was suspended. I assigned an acting superintendent of documents to perform his duties and reduced the salary to \$2,000 per annum, telling him that if he was very efficient he might possibly work up to \$2,250 per annum.

In this table the figures are set down, and I fixed the salary at \$2,250, because if this present man is not able to rise to the position, we will get some one who can. I reduced the force also by one bookbinder, at \$1,252, or \$4 a day, counting three hundred and thirteen days in the year, and also two compositors, at \$4 a day for three hundred and thirteen days, equal to \$1,252 for one man or \$2,504 for both, so that the decrease, made up of separations and reductions, amounts to \$17,061.08, as compared with an increase of \$13,300, and the recapitulation shows a net saving of \$3,761.08. That means simply that funds formerly expended on officials who were not energetic or competent have been turned to channels which will give a proper return to the Government. The inspection division is working with me in handling the purchase and use of the material after we get it, and is going still further into other things that come up which require the personal attention either of the Public Printer or of his immediate representatives.

MR. BROWNLOW. Have you concluded your remarks on the inspection division?

MR. STILLINGS. Yes, sir; except one thing: The Public Printers have heretofore conducted investigations by means of committees, but I assume it to be a most pernicious practice to take Smith, Jones, and Brown, chiefs of three different divisions of the Office, who, it is assumed, are at least doing full duty in their departments, and relieving them of that duty and constituting them a commission to look into Mr. Green's case. If they find Mr. Green, who is also a chief of division, to be negligent, and report on him, they make an enemy of him. Each side has its friends. The tendency has been that men would neglect their business to knock each other, and that has not been stopped, and I find that a good deal of the bitter feeling that has existed there between cliques has been brought about by this system of detailing one man to look into another man's business. I do not think, under these circumstances, that any one opinion could be secured that would warrant the Public Printer in taking action that he could stand by, as being straight, so that the inspection division is doing the work that these men formerly did, and these men are accordingly relieved of those side issues, and they can thus handle their divisions better and give closer attention to them than before, and if the inspectors should show incapacity, other men can be appointed to take their places.

That is the final reason why I wanted this inspection division, and if this expense were doubled to \$25,000, it would be a mere flea-bite to the total amount of money handled by this Office.

MR. TAYLOR. Are you asking that inspection division here now of this committee?

MR. STILLINGS. No, sir; I have it already. I did that myself, out of the present sundry civil bill appropriation, which allows us to do it, and I touch upon it only to show that my methods are considerably different from those of my predecessors, and in creating the inspection division we are getting returns which are positive and not theoretical.

Mr. TAYLOR. You do not need any legislation to help you in that?

Mr. STILLINGS. I hope not, sir. I incorporate it in the estimates for the next fiscal year, and if there is any opposition, I trust you will satisfy yourselves that it is needed. I have evidence that it is needed badly, or I would not have taken action as I did, because it created a heavy storm of criticism.

*Statement submitted by Mr. Stillings.*

INCREASE.

	Additions.	Promotions.	Total.
One chief inspector .....	\$3,600.00		
One statistician .....	2,000.00		
Three assistant inspectors, at \$2,000 .....	6,000.00		
One appointment clerk .....	1,000.00		
Increase to assistant foreman of printing .....		\$250.00	
Increase to superintendent of buildings .....		250.00	
Increase to private secretary .....		300.00	
Total .....	12,600.00	700.00	\$13,300.00

DECREASE.

	Separations.	Reductions.	Total.
One auditor .....	\$2,500.00		
One superintendent of old building .....	2,000.00		
One assistant foreman of printing .....	2,000.00		
One librarian, at \$105 .....	1,260.00		
One clerk, at \$150 .....	1,800.00		
One clerk, at \$131.25 .....	1,575.00		
One clerk, at \$118.34 .....	1,420.08		
Superintendent of documents, \$3,000 to \$2,250 .....		\$750.00	
One bookbinder, 313 days, at \$4 .....	1,252.00		
Two compositors, 313 days, at \$4 .....	2,504.00		
Total .....	16,811.08	750.00	\$17,061.08

RECAPITULATION.

Decrease .....	\$17,061.08
Increase .....	13,300.00
Net saving .....	3,761.08

Mr. SULLIVAN. Is there anything more that Mr. Stillings wants to say?

Mr. STILLINGS. There are a great many features here that ought to be touched upon.

The CHAIRMAN. You have something more that you want to present to the committee upon the general administration of the Office?

Mr. STILLINGS. Yes, sir. In your absence, Mr. Chairman, I went over the inspection division, the cost of the division as it affects the present appropriation, and some decreases I have made to offset it, showing the advantage to the Office, abolishing useless officers and putting in active officers.

The CHAIRMAN. We have here in the legislative appropriation bill—I read it over last night and this morning, most of it—a very full and complete statement in relation to the plans you had inaugurated for effecting reforms. It covers almost 60 pages of printed matter, and it covers most of those things. Unless you have something which has come up since that we ought, I think, as soon as we can.



get down to the consideration of these apportionments to the different Departments.

Mr. STILLINGS. I think I have covered everything with the exception of some minor matters.

The CHAIRMAN. Mr. Smith has some questions to ask you regarding some things you said in your general statement.

Mr. STILLINGS. Yes, sir.

# RESTRICTION OF AMOUNT OF WORK DONE.

Mr. SMITH. You said the employees had established what they called a "stint," or what is commonly called a "stunt," which would constitute a day's work?

Mr. STILLINGS. I said it had been so reported to me.

Mr. SMITH. Does that apply to all branches of the service, or does it apply only to binders?

Mr. STILLINGS. I have no evidence to lead me to make a positive statement as to any special department, except in isolated cases here and there, but I have found an apparent individual attempt, which has been stopped, to restrict the output.

Mr. SMITH. Do you know whether the so-called "stint" in the binder class is the so-called English scale?

Mr. STILLINGS. No, sir.

Mr. SMITH. Is it not a fact that the English binders have established a scale as to what shall constitute a binder's work?

Mr. STILLINGS. I have heard that statement before. I have no proof of it.

Mr. SMITH. According to this rumor, is this scale, made effective by the English unions by law, the ordinary production of American binders per man?

Mr. STILLINGS. I have never made a comparison, and can not answer that question.

# PROPORTIONATE EXPENSE OF MATERIAL AND LABOR.

Mr. SMITH. You were asked to give a statement of the amount expended for material and machinery. Have you a separate statement with you as to 1905 or 1906 which will show the amount expended for material as distinguished from machinery?

Mr. STILLINGS. No, sir.

Mr. SMITH. Will you furnish to the committee for insertion in the hearings a statement of the amount, as taken from the books, paid for material for the year 1905 and the amount expended for the same fiscal year for wages, labor, and compensation?

Mr. STILLINGS. Yes, sir.

Mr. SMITH. So that we can determine what the ratio was during that year between the two.

Mr. STILLINGS. Yes, sir.

Mr. SMITH. From your general experience as a printer and a binder, what would you say was the broad ratio of the expense for material as compared with the expense for labor, wages, and compensation?

Mr. STILLINGS. That depends upon which department of the Government Printing Office you refer to.

Mr. SMITH. I do not want to know about the Government Printing Office. I want it exclusively outside.

Mr. STILLINGS. That is a difficult question to answer, because more expensive stock may have more expense in labor put on it in one line than in another. The binding proposition is somewhat different.

Mr. SMITH. There is nothing in your Office but binding?

Mr. STILLINGS. In printing (everything but binding and electrotyping) the material ought to average to run about one-half of the total to wages in printing. That is, on a \$2,000,000 sale proposition \$1,000,000 of that should represent paper stock and the other material, exclusive of binders' material. When it comes to binding in cloth and leather, that is another matter, and varies entirely according to the nature of the work, and it is so diversified that I do not want to make a statement here.

Mr. SMITH. You do almost no binding aside from the binding of what you print, so that if in a printing establishment it would be about half for material and about half for labor, then in a binding and printing establishment there would be a still larger percentage normally for material, would there not?

Mr. STILLINGS. Presumably, but not necessarily. For instance, on cloth binding the proportion of labor to other material would be more than on leather, and it would be less for labor in proportion to the cost of material in leather binding. The material cost is brought up because of the expensive nature of the material, and the labor does not increase in proportion to the material in that case.

Mr. SMITH. Have these institutions with which you have been connected for years been both printing and binding institutions?

Mr. STILLINGS. Yes, sir. The Stillings Press, and now the Griffith-Stillings Press, is considered to have done the greatest variety of printing and binding of any concern in Boston.

Mr. SMITH. The Government Printing Office has a great variety of binding and a great range of cost in binding?

Mr. STILLINGS. Yes, sir.

Mr. SMITH. That is, you bind quite largely in half morocco, do you not?

Mr. STILLINGS. To some extent; yes, sir; but not so much as the sheep binding you see here [indicating].

Mr. SMITH. Is that true as to sheep bindings?

Mr. STILLINGS. So far as a superficial examination of the record shows, as to quantity of material, it appears to be in greater proportion.

Mr. SMITH. The greater proportion of your binding—not mere numbers of volumes—is in cloth, is it not?

Mr. STILLINGS. Yes, sir.

Mr. SMITH. Then, you have quite a considerable quantity of sheep, and quite a considerable quantity of half morocco, and some little full russias?

Mr. STILLINGS. Yes, some; but it is very small. We also have what is known as job binding—that is, ledgers, account books, day-books, and work of that kind.

Mr. SMITH. Then, you have about all the general varieties of binding, have you not, in calf?

Mr. STILLINGS. We have very little of it. I should say, as a whole, we have as comprehensive a range of binding, and perhaps more so, than you would find in any one establishment.

Mr. SMITH. Do you know, in your own establishment or anywhere else engaged in miscellaneous binding of all classes, from cloth to russia, about what the general average of expense of material would be through a course of years, compared with the expense of labor on the binding?

Mr. STILLINGS. I could not state it offhand. I have kept records of this nature in past years. They have been compiled under my direction.

Mr. SMITH. Could you get that, so that it would be here before the final consideration of this bill before the House?

Mr. STILLINGS. Yes, sir.

Mr. SMITH. As a matter of fact, in this institution down here, if we exclude machinery from your items, it is costing more than five to one for labor, salaries, wages, and compensation, as compared with the cost of materials, is it not?

Mr. STILLINGS. Possibly that may be right. I want to cite a case to show how we are handicapped by the present system, and how necessary it is that a comprehensive system should be put in operation in order that we may stand back of these questions on investigation and analysis. Take labor, and in a commercial establishment the units on which they base everything is that proportion of purchased time which is sold. With 100 men at eight hours each, there is \$800 a day. You will not sell \$800 a day on that basis. There is waste and lost time to be considered. The type must be distributed without charge. There are a lot of nonproducers. What you want to know, and what we want to be in position to tell you, is in what percentage is the proportion of productive and nonproductive labor, and what does the productive labor cost per hour. When we have that correct information we can arrive at some definite percentage of labor versus material.

Mr. SMITH. You have the advantage of any private institution to that extent, have you not?

Mr. STILLINGS. As I said before, New York printers consider this as a soft snap after it has been got to running. We do not have anybody selling for us. We do not have to go to the banks and have notes discounted when business is on the jump or is very dull. We also do not have the competition which forces us to take work at a loss and which would require that we shall make good on other contracts in order to cover that loss.

As explained to the Senate committee, we face an approximately 44 per cent handicap, so far as it may appear on the surface of things, through leaves of absence and the eight-hour day. In fairness to the eight-hour proposition, most commercial establishments are gradually coming over to it, so that item may be eliminated eventually. Then we are handicapped also with our wage scale, which is 25 per cent higher. But we have to our advantage the item of depreciation, which runs to about 10 per cent.

Mr. SMITH. And no interest on capital?

Mr. STILLINGS. No, sir. What is interest to private concerns or dividends to a corporation is done away entirely with us. Allowing

10 per cent depreciation and 6 per cent interest on the investment. there is 16 per cent that we do not have to bother with. Assuming, therefore, that there is a 44 per cent handicap, that 16 per cent advantage over outside firms reduces the net handicap to 28 per cent only. Eliminating uncertainties in the market, and the losses that are made through faulty estimating and wrong manufacturing—and with all the advantages of equipment, superior to the commercial printers—we ought to be able to make a good showing as compared with outside establishments.

For instance, if we sent one of these books out here—outside establishments have different equipment, and you would get different prices; and with the best equipment, such as we have, it seems to me we ought to be able to meet any legitimate outside competition in time, and it will only be made possible by a careful, constant auditing system, which will enable us to intelligently eliminate all these elements of expense—unintelligent purchasing, wrong handling of material, the keeping on the rolls and paying men who do not earn as much as they should. When these items are eliminated I think we will have the best of the commercial world, and I do not see why we should not, because we have another advantage that does not appear on the surface, and that is the matter of paper, of which we buy several carloads—I might say train loads—every year. It sells for approximately  $3\frac{1}{2}$  cents per pound in the open market, whereas we are buying it for less than 3 cents per pound. More than that, we put now on every pound of paper we sell 10 per cent to cover administrative expense, and the same on other material. We put a 10 per cent charge on that. We want to establish, if we can—and I hope you will permit us to do so—to make it possible for us to so instruct our people, and to bring in specialists enough there within the next six months, to enable us to get a foundation laid that will last that office for years, by which we can come before you with the data, for weeks and months and quarters, if you want it, subdividing the amounts which go into machinery—which is part of the investment—the amount that goes into repairs, and the amount that goes into the correct proportion of productive labor and material, and find out what proportion the unproductive labor bears to the productive. Just as soon as we find the nonproductive labor is increasing in its relation to the productive, that is the time when there must be pruning, and we can not get that until we have a system far-reaching enough to enable the officers to prune intelligently.

#### TYPESETTING MACHINES.

MR. SMITH. You have both linotype and monotype machines down there?

MR. STILLINGS. Yes, sir.

MR. SMITH. Without attempting to enter now into the question of the relative merits of the two machines, are they about equal machines?

MR. STILLINGS. That depends on the class of work they are called upon to perform.

MR. SMITH. The linotype is the more rapid?

MR. STILLINGS. Yes; it is the more rapid on certain classes of work, and, if you like, I will make that clear. Without regard to what has

happened in the past, I am not an advocate of either machine. They are both good in their place. The original copy which is sent in to us, either typewritten or manuscript, can be produced on the machines with more or less speed by expert operators, according to the nature of the copy.

It would be difficult to say that because this job was set up by operators Nos. 1 to 20 at the average speed of 2,500 ems per hour, that because this book was set at that speed another book of similar appearance could be set at the same speed, unless we examine the original copy and see in what shape it was sent to us, because very often carelessness on the author's part will increase the cost of composition. That has been remedied to a certain extent. I might cite briefly on specifications for the Patent Office.

Specifications come to us—the original papers—and the operator goes along down the copy, five or six paragraphs, and finds the letters "See A." The operator, when he comes to that, has got to pull his copy out of the copyholder and look for that portion of the copy marked "A," and after that comes a further reference, "See B," and he must then repeat the operation, and so on.

MR. SMITH. It is easier to correct mistakes on the monotype than on the linotype?

MR. STILLINGS. I am coming to that. After the work is set up, if changes become necessary which involve the complete change of a paragraph or of several paragraphs, it can usually be done by hand with much less expense with the monotype material than with the linotype, except where operators are unusually skilled, and then it is a matter of individuality. In the majority of cases the author's corrections are such that they involve but little relative change in the lines, but because their corrections are so varied and uncertain it is cheaper sometimes to set up the matter entirely new, rather than to attempt to correct the standing matter.

On the Patent Office Gazette, which is a reprint of the specifications, and the copy which would be given out for the Gazette is what we call in the Office "Fol. lit."—that is, "follow literally"—that copy requires no reference to side notes. It is followed literally, and expert operators there can produce it at the rate of 3,500 ems per hour. That is, reproductive matter. Therefore, on that class of matter both machines, in the hands of competent operators, should be fully effective.

MR. SMITH. How many machines of both types have you got?

MR. STILLINGS. We have in the main Office 42 and in the Library of Congress 5 of the linotype machines; that is 47 in all, and in the main Office 100 monotype keyboards and casters.

MR. SMITH. How many compositors not working on the machines have you got?

MR. STILLINGS. Six hundred and thirteen hand compositors, 74 linotype operators, and 105 monotype keyboard operators. We have 74 linotype operators because we are running both day and night, and then we have extras to fill the places of men away on leave.

MR. SMITH. You say that the work on the machine of one man is about two and one-half times as great as by hand?

MR. STILLINGS. Yes, sir; on the average.

MR. SMITH. And it is usually estimated in commercial work, is it not, that upon the linotype it is four times as great?

Mr. STILLINGS. Not wholly so, because it would not be possible except under the best conditions; and that is being demonstrated in Washington now in a commercial shop. On straight matter the best operators do not average over 32,000 a day, 4,000 an hour on the linotype, and that under the best conditions only. The Government Printing Office standard is 6,400 ems of hand composition per day, or 800 per hour. In a commercial shop similar matter could be produced at 1,000 ems an hour, or 8,000 ems a day on the average. On that basis it would be about 1 to 4.

Mr. SMITH. You have never been able in your institution to come up to the capacity of the machine on newspaper work?

Mr. STILLINGS. Yes, sir, we have; notably on the Congressional Record. We have had that examined and gone into very carefully, and we find that they will compare very favorably with any newspaper office in the country.

Mr. SMITH. But your general average is a little over 2 to 1, according to your figures given us this morning.

Mr. STILLINGS. No, sir;  $2\frac{1}{2}$  to 1 on the average.

Mr. SMITH. What reason is there given for the maintenance of so large a force of compositors—hand typesetters—instead of putting more machines on?

Mr. STILLINGS. No reason, except the disposition of the Public Printer to avoid difficulties with the men.

Mr. SMITH. What would be a fair percentage of hand compositors to machine compositors where all the work that could be well done by machines was being done that way in your kind of an office?

Mr. STILLINGS. When you say hand compositors, what you are trying to get at is what proportion of the work is being set by hand? Is that it? The reason I ask that is, that on machines we have compositors on what is called "make-up" and "foundry lockup."

Mr. SMITH. I understand that, and I understand that some of the work also could be more satisfactorily set by hand than on the machines as yet?

Mr. STILLINGS. Yes, sir.

Mr. SMITH. Now, if a shop was an ideal shop, with all the machines utilized that could well be utilized, what would be the ratio between the number of hand compositors employed and the number of machine compositors employed?

Mr. STILLINGS. That depends entirely on the class of work, the nature of the copy, etc. I should say that out of this whole force here—I will have to verify this by the records—a rough estimate would be 1 to 4, possibly.

Mr. SMITH. That is, one hand compositor to four machine compositors?

Mr. STILLINGS. Yes, sir; on actual composition, without counting the making-up and stone lockup.

Mr. SMITH. When you come to revise your answers here, as I understand they will be furnished to you to revise, I wish you would insert as nearly as you can, upon the basis of an ideal organization of your force upon your present work, and with all necessary machinery furnished you, how many machine compositors you would need and how many hand compositors of all kinds you would need.

Mr. STILLINGS. Yes, sir; I will endeavor to do that, although it is very difficult to make that statement without very careful examina-

tion of our records in order to avoid putting our force in a wrong light, and thus do them an injustice.

Mr. SMITH. Now, it has been charged to me, Mr. Stillings, by a gentleman who inspected your Office, and who claimed to me that he was an experienced printer in all lines, that your power presses were only going at about a fourth of the speed usually used in commercial institutions. What do you say as to whether the speed of your power presses was equal to the speed of those in commercial institutions?

Mr. STILLINGS. First, I would say that the presses we have are fully equal to the presses in the commercial world; second, that I am not satisfied that they have been connected with the motors properly to get the best work out of them; third, that in some portions of the Government Printing Office they are not producing as much as they should by a long difference; fourth, that it might be possible for a casual observer in going through the place and noticing small runs of presswork going somewhat slowly to assume that that was the standard of the Office. But I could show any man that came there where those large automatic presses are producing in some cases more than any commercial printing shop that I have ever seen, and I have visited a great many and have had personal charge of large presses myself.

Mr. SMITH. Is there any method by which the pressman himself can control the rate of speed of his press when it is once put in motion?

Mr. STILLINGS. Yes, sir; there is attached to every press a controller, with two stops to back the press, and with five or six stops to lift the press from a low speed to the highest speed, and he can control that according to the nature of the work.

Mr. SMITH. According to his wish to run fast or slow?

Mr. STILLINGS. Yes, sir.

Mr. SMITH. Is there any device upon these presses so that at night or at the end of the year you can tell how many revolutions have been made on that press?

Mr. STILLINGS. Yes, sir; there is on every press an automatic counting machine whereby every time the bed of the cylinder press goes forward it records the impression.

Mr. SMITH. So that you are able to tell absolutely, by comparison with the number of hours that the workman reported and the number of impressions reported, how fast that machine has been running all day or night?

Mr. STILLINGS. Absolutely.

Mr. SMITH. Has any comparison been made of these figures in your press room with standard figures as to what the ordinary rate of speed ought to be?

Mr. STILLINGS. I have made some comparisons from tables which I prepared when serving these commercial printers, and I have found in many cases, in bookwork especially, that the speed was not up. I have ordered it put up under general instructions to put the presses up to the highest notch they would stand for and that the class of work would stand for, and I am having these records tested.

Mr. SMITH. I think there is only one more question I wanted to ask, and that is whether, in fact, this automatic machine counts the number of actual impressions, or only counts the number of impressions that there ought to be?

Mr. STILLINGS. It counts the number of impressions that there ought to be, and not the actual number of impressions.

Mr. SMITH. So that if the pressman saw fit to let the wheels go round once every time he took an impression there would be no way of detecting that except by watching him?

Mr. STILLINGS. Yes, sir; there would be a way.

Mr. SMITH. So that if you get the speed up to the maximum it is a mere matter of finesse in watching the workman to see whether he is making that number of impressions?

Mr. STILLINGS. There is no device I have ever seen, although a great many experiments have been made, to detect the number of times a press may miss an impression caused by tripping the cylinder up. The pressman makes an impression on the top sheet of the tympan, which is drawn over the packing of the cylinder, and that impression will offset unless it is wiped with benzine. If the feeder misses sheets and does not trip his cylinder and does not stop and wash the impression, he damages too many sheets. If he misses sheets and trips the cylinder, a comprehensive comparative record of output on all the presses is the only way to ascertain it. You have to trust the integrity of the foreman, pressman, and feeder combined to see that this is not done, but we have another method. If at the end of a run of 25,000 impressions, running on a press speeded up, say, to 1,600 an hour—more than that in many cases—on a hand-fed press, we can only count on a matter of 1,200 sheets of delivered product, for the reason that the press has to be stopped every little while for the feeder to get down and lift up paper and put it on the feed board. On the automatic press the chances are that a press should not be stopped once in two hours. Occasionally a sheet will pull, and when it gets out of true it rings a bell and the machine is stopped. If at the end of that run it is shown that it took more hours than it should above the make-ready time—every form that comes to the press has to be made ready—if it shows that more time has been consumed than the proprietor thinks it should take, then he should take that foreman and the pressman, with his time account, and go into that job and straighten it out, because those records are history and can be trued up right, and if there was a suspicion that this man was trying to reduce the product the tables will prove that somewhere along the line he was not doing what he should, and with a proper time system we can narrow it down to the time and the job.

Mr. SMITH. I simply wanted to find if there were checks to see how diligently the pressmen worked.

Mr. STILLINGS. This is a pamphlet I prepared before I came to Washington—a pamphlet on presswork [submitting same]. We have this so correct that we can true this work right up. Look at page 58 there and you will see Class A, presswork. There is a definition of Class A presswork here. It is not a very difficult matter to get at that thing. If the trouble is going on any length of time the only thing to do is to give the men rope enough and then check up on them with this.

The CHAIRMAN. Is this the standard in commercial houses?

Mr. STILLINGS. Yes, sir; in New York City. I do not think it is possible under a proper system for any irregularities to go on very long without being found out.



## PHOTOLITHOGRAPHING.

The CHAIRMAN. A great deal of the cost connected with the publication of public documents, as I observe in going through this report, is for photolithographing.

Mr. STILLINGS. It appears to be quite an item, but it really narrows down according to the present records to a rather small portion of the whole. Here are the disbursements for lithographing and engraving from July 1, 1905, presumably up to June 30, 1906. I have taken over the last quarter and reproduced it from the previous quarter. It amounts in all approximately to \$170,851.31 for the year.

The CHAIRMAN. What is the distinction between photolithographing and lithographing?

Mr. STILLINGS. Simply this: That lithographing pure and simple may be done through the medium of sketches, which are engraved and then transferred to stone, or it may be done in the case of maps from blueprints.

The CHAIRMAN. There is another process, is there not, by which these maps can be reproduced?

Mr. STILLINGS. Yes, sir. They can be photographed from the negative on the stone. Then there is a process by which a sketch or subject is transferred to a zinc plate. It is transferred immediately to the zinc plate. A great deal of color work is being done that way. On this Patent Office Gazette proposition, that is what is called photolithographing.

The CHAIRMAN. Most of the photolithographing is done for the Patent Office, is it not?

Mr. STILLINGS. Yes, sir. That job is photolithographing right straight through. There is no hand engraving there.

The CHAIRMAN. Is there any process that would be more economical that could be substituted?

Mr. STILLINGS. I have suggested that we make illustrations for the Gazette etched on zinc, the same as they are made for newspapers, only finer, and I submitted to them an eight-page signature, and on one column of one page we presented a very difficult subject which had been reproduced from one of their enlarged illustrations; and we took that, which was about twice or three times the size of the Gazette, and photographed it down and etched it on zinc, and we secured a fidelity of detail and a depth to the illustration that warranted me in saying if they all come out as good as that we could print the entire edition of 7,000 copies weekly in fully as acceptable a manner as they are getting it done now, and with the assurance that the reading text would be much clearer in our work than in the photolithographing results.

The CHAIRMAN. What would be the reduction in cost?

Mr. STILLINGS. On the surface of it, it made practically no reduction on the actual number of pages which were photolithographed. On the total proposition, taking in that portion of the Gazette which we are now printing, and embodying with it the printed forms for the Gazette proper, and in connection with that the semiannual and bimonthly indexes, we were considerably ahead of the game, and the figures I gave them were outside figures, as I explained to them. If I erred at all I would err in favor of the Office; but if the con-

tract was given to us we would show possibly \$5,000 or \$6,000 saving, or perhaps a greater saving on the total amount of the appropriation of \$130,000, and that a 5 per cent saving would amount to \$6,500, which represented almost as much as the difference (which I think was \$6,000) which they claimed they could save by letting it out to open contract.

ADDITION OF 10 PER CENT TO MATERIAL AND LABOR.

The CHAIRMAN. What advantage, Mr. Stillings, is there to the Government in your adding 10 per cent to the cost of all material and labor which goes into the product of the Government Printing Office?

Mr. STILLINGS. It looks to me, after carefully going over it from all sides, as if there were disadvantages to the customers of the Government Printing Office in this method; that while the Office receives approximately \$6,000,000 appropriation, yet the sales of the Office are increased, partly by work that is sent to it which is not covered by appropriations to this Office and which is paid for specifically, and partly by the increase in charges to Departments over the actual amount of money expended in the Office. That is, on an estimate of \$5,000 to a Department it does not necessarily mean that we have expended \$5,000 in money, because our theoretical figures, which are supposed to cover administration costs plus the profit on the material, may bring us on that \$5,000 proposition a matter of two or three hundred dollars more than the actual cash expended, which goes back to the Treasury at the end of the fiscal year.

For instance, take this year: If the volume of business runs about the same as it is in the last two or three months, it looks as if we would turn into the Treasury a balance of about \$900,000; but, of course, on the business we have done there has been a gain. That is a pretty difficult thing to work out, because nobody knows—as you would on a positive contract, like the building of a battle ship, where you could figure out just what is needed—nobody knows what new orders are coming. Some special printing may be needed to be produced at night, or items may appear in a report which involve resetting and author's corrections. Those items can not be accurately foreseen, and I do not believe at any time it would be possible to pin down the appropriations for our Office, expecting that we could come out as close as if all printing for each Department was clearly and specifically itemized a year in advance. But I do believe that a basis can be made which, year after year, can be trued down closer and closer, so that the charges made against the departmental appropriations will be fairer to them.

There seem to be some inequalities that need to be trued up. I do not blame these Department officials for being upset over the printing bills. For instance, I find an estimate made of \$1,800 and a bill rendered for \$2,250. There is a difference of \$450. On a proper cost system we could analyze that difference and find out where it came in, whether there was too much time consumed in making ready; whether the press was not running as fast as it should; or it might be shown that the press was not in first-class working condition, or that the excess cost was caused by author's alterations.

We have no means of reaching those things except in a general way and by drawing upon past experience.

If there is any doubt, the Office has given itself the benefit of the doubt, and all items have been charged against the appropriations, and Departments have had to stand for it. Some bureau chiefs have sent to us and wanted an explanation of certain charges. I said to them, "I could spend weeks and days with you on this, and I can not find from the records we have here just where to put my finger on the trouble."

The same thing holds true of the Congressional Record. Some fifteen years ago the Public Printer went over the daily Record and the bound edition and figured out that the percentage of speeches which were reset and doctored up and reworked over from what was actually said amounted, in round numbers, to something like 20 per cent of the total cost of composition. He set a price per page, including the daily and bound editions, of about \$13.50 per page. At that time the Congressional Record was set up by hand, and the price for composition was 70 cents per thousand ems. Since that time the work has been put upon typesetting machines, and, granting that on the machine we have three men's work in one—four men's work under some conditions, but, as an average, three men's work in one, and at no increased pay to operators—there should have been a new basis per page which would conform to the new conditions, added to the saving of machine composition over hand composition. Instead of there being a matter of about 20 per cent for alterations and resets, in addition to the cost of composition, the changes to-day amount to something like 5 per cent, showing a further decrease over the present charging rate per page. We should change the rate, but don't want to do so until we have some reliable data to work from, so that the new rate will be at least approximately correct.

The CHAIRMAN. I have addressed a letter to the heads of all of these Departments affected by this joint resolution, and as the remainder of your estimates relate entirely to apportionments of total appropriations to the respective Departments, I think we can save time by your taking these letters, which will contain their revised estimate of the amount necessary, go over them with the clerk of the joint committee, and give us as close an estimate as possible on the amount to be apportioned to each of these Departments out of the general appropriation, in writing, and we will then have that before us when we take up these different Departments. I think it is hardly worth while to take the time of going into the matter in detail, because we would not be able to get as accurate information as we could if you were to sit down with the gentlemen who are familiar with the joint resolution. When you get that information, you can then submit to us in writing a statement.

#### PAY OF WATCHMEN.

Mr. BROWNLOW. Mr. Stillings, I would like to ask one question in regard to the pay of watchmen in the Government Printing Office. I have understood from some sources that the pay of watchmen in the Government Printing Office was higher than it was in the Departments?

Mr. STILLINGS. That was stated to the Keep Commission.

The CHAIRMAN. It was also shown in the hearings on the legislative bill.

#### NIGHT WORK, SUNDAYS, AND HOLIDAYS.

Mr. STILLINGS. In all manufactories when men work overtime they are paid an advance usually in the commercial world of 50 per cent for night work, double pay for Sundays and holidays. In the Government Printing Office they are paid 20 per cent advance for night work. The watchmen have benefited by that feature, when working outside of the regular day shift of eight hours. In the Government Printing Office, in the night shift, they are paid at the rate of \$2.25 per diem plus 20 per cent. That makes their positions very desirable, and I have had recently some difficulty in transferring some men who objected, because if they were sent to some other Department or bureau their pay was reduced. That is a matter which is difficult to reconcile, for the reason that there seems to be very little more care in our Office than in the Treasury Department, certainly less risk, because our material has not the same value that the bullion and the bank notes have up there. I think that a careful comparison of the pay roll of the watchmen's force in the Treasury Department, including the Bureau of Engraving and Printing, would be a fair comparison, although there may be some advantages in the other Departments, such as sick leave, etc., which would offset the advance on account of night work.

#### COST, AUDIT, AND INVENTORY SYSTEMS.

In that portion of the sundry civil bill which relates to the Government Printing Office, there is, in italic type, an addition which I hope you will consider favorably, reading as follows: "For the purchase and installation of and instruction in cost, audit, and inventory systems." It might be said that the Public Printer, having been appointed from the business world, ought to be able to do all these things here by simply telling his clerks what he wants and then let them go and work it out. My answer to that would be that I am unable to put in the necessary systems personally, because of the pressure upon me, and because I have been, so far, at least, absolutely unable to give these matters the close personal attention they deserve. Our people are not trained to this kind of work, and I earnestly hope it may be made possible for us to arrange accounts to work for us temporarily and get that system in operation in time to be effective during the next fiscal year.

We desire to put in, at an expense of not exceeding \$25,000, trained accountants to thoroughly install that system and instruct our clerks. To the layman, not posted upon the printing business, that would seem to be the utmost extravagance, but when we consider in the spending of this money we are endeavoring to intelligently handle a \$4,000,000 pay roll, and that the percentage of expense in order to do that is a little over one-half of 1 per cent of the pay roll; and also, that the difficulties in the way—the opposition—and every conceivable obstacle to this plan that will come up, makes it necessary to safeguard it by having it introduced by a man who has had experi-

ence in installation in private plants. I have been connected with men who can do this work and who are willing to do it on a basis that can be terminated at the pleasure of the Public Printer.

The CHAIRMAN. Can you state what compensation you will have to pay?

Mr. STILLINGS. I can give the details on that; yes, sir.

#### POWER VEHICLES, BICYCLES, ETC.

A little further on are inserted the words, "Power vehicles, bicycles." The word "bicycles" is taken from farther down the paragraph and put at this point. Some time ago we went over the question of electrical vehicles, and decided that it was not feasible at present to consider electric transportation, but it might be desirable within the next year to do so on account of some improvements in storage batteries and tires. It would be of advantage to have some discretionary authority on this item should power vehicles prove desirable as against horses.

Next, the word "city," just before the word "directories," has been eliminated, because we have to use telephone and other directories.

The sum of \$300 for books of reference has been increased to \$500 for the reason that we desire to add to the Government Printing Office Library the leading printing trade publications, such as the Inland Printer, the Art Printer, and other periodical publications. These are for the exclusive use of those men on the force who are trying to perfect themselves in the advanced features of the printing and binding art.

The CHAIRMAN. In connection with the transportation of power vehicles, have you an electric plant that you could furnish this power from?

Mr. STILLINGS. Yes, sir; we are making our electricity both for light and power, and we could easily charge the storage batteries of electric vehicles at the expenditure of a small amount additional for coal per day. It would take possibly a half a ton—at the most, a ton per day—at a cost per ton of about \$6.

The CHAIRMAN. You said yesterday that you had bought how many new horses?

Mr. STILLINGS. Twelve.

The CHAIRMAN. How many have you in all?

Mr. STILLINGS. Twenty-nine.

The CHAIRMAN. Are those horses in such condition that they would be likely to last for another year and meet your requirements for another year?

Mr. STILLINGS. Yes, sir; they will. When these twelve horses were purchased, we allowed for the disposal of several horses which were unable to do good work. My plan was to carry along the horse transportation to such a point as we could favorably consider power transportation, and it might be that gasoline transportation would be better in some ways. We were not looking at the expenditure for power vehicles for one year only, but as to what the wear and tear would be on the machines covering a period of, say, five years. It looked decidedly unfavorable last fall. We went to the motor-

car exhibits in Washington and New York; we also examined the records of several express companies and some commercial houses in New York, and it did not look economical to us at that time. But under the present appropriations the Public Printer has no authority to purchase power vehicles, as the sundry civil law clearly specifies now that transportation shall be by means of horses and wagons.

#### CHEMICALS, DRUGS, AND OTHER SUPPLIES.

There has also been added the following: "Chemicals, drugs, and other supplies, for emergency injuries or illnesses of employees only." In doing that I am quite well aware that some other bureau chiefs might make the same claim. The matter has been before the Comptroller of the Treasury, who has decided that we have no authority to spend money in that direction. The person who looks after emergency illnesses and injuries has been spending money out of his own pocket, something like \$100, in order to meet the necessity for material of this nature. In the foundry we have to use metal pots which are apt to spatter hot metal, which may burn a man's hand to the bone; also it may get into his eyes, and if not attended to inside of a few minutes the man may become blind. We carry no liability insurance, and inasmuch as Congress has treated all of our people so considerably all the way through, it seems that we ought to give them consideration in case of injuries received while on duty. There would be one way of getting around the matter of expense for drugs by increasing the salary of the person who looks after such cases, so he could buy the drugs himself, but that is not a square way of doing; it is beating the game. I would rather ask straight out for it, on the ground that the Government Printing Office, being a factory, has a greater hazard to life and limb, where there are machines of various kinds, and the chances of injury are increased over those in rooms containing desks, chairs, and bookcases only.

The CHAIRMAN. The character of the employment differentiates your bureau from almost any other bureau?

Mr. STILLINGS. Outside of the Bureau of Engraving and Printing. I might state another instance, which occurred on the stamping presses on which your embossed letter heads are printed. A girl was feeding the sheets, and somebody struck her arm so that she could not get her hand back quick enough. The press jammed her fingers, and they were badly injured. We fixed things up quick enough so that she was not seriously injured, but if it had not been done quickly enough mortification would have set in, with a consequent serious and permanent injury to her hand.

It seems only fair that some provision ought to be made for such cases.

We have, of necessity, a right to purchase some medicine for veterinary purposes, and it has been suggested that we might purchase drugs, etc., for emergency purposes, as if they were for the need of the horses, but that would not be right; it would not be square; it would be dodging the issue.

The CHAIRMAN. You have over 4,000 employees there?

Mr. STILLINGS. Yes, sir.

## PROPOSED REMOVAL OF OLD BUILDING.

There is one other matter, gentlemen. Ever since the new Government Printing Office has been occupied there has been a constant plea from various quarters that the old building ought to be taken down. The old building should stand at least 300 pounds dead weight to the square foot, but it will only stand about 75 pounds, with the result that various rooms and floors that are piled possibly 4 feet high with long rows of books may not be able to stand much more, and we have to be very careful lest we overload the building. The result is that the floor space now is not as available as it would be in a new and modern building. And further, if a fire should get started there—and it would only take about two minutes to get started—with a good stiff north wind it would blow the cinders right into the new building, which has no iron shutters, and it would be practically impossible to protect the contents of the new building from burning. I have been over the whole thing with Captain Sewell, who built the new building. He has said that the fire hazard there is so great that unless he put himself on record it would be a serious reflection upon him personally, and that he must make it absolutely clear so far as he was concerned. We have gone over it carefully, and find that with the exception of the inner portion of the old building most of it is not fireproof. We also find that many of the watchmen there are old men, and I question very much in case of a sudden emergency whether they would be able to meet it fully. We have plenty of fire appliances. We have had the chief of the fire department, Chief Belt, go all over the appliances. But at the same time he believes the whole proposition a fire trap. We are accordingly making arrangements to pull out what little remains of the manufacturing in the old building and put it into the new building, so that will leave only the storage of documents. And if the superintendent of documents' reference library is removed to the fireproof quarters in the Library of Congress we can take the selling division of the superintendent of documents into the new building. There is only about 50 per cent of the total capacity of the L street warehouse occupied, which we rent from Mr. Nash, and we can put into that such documents as it will hold. I am inclined to be on the safe side, feeling that it would be better for us to hire a storage place for the rest of the documents rather than keep them in that building with the chances of fire against us.

There are two ways out of it, however; one is to put on heavy fireproof shutters on the north side of the new building, which will in a measure at least prevent the fire from getting into it by preventing the cinders from getting into the new building. We have inserted here an item, "For fireproof shutters on the Jackson alley wing of the new Government Printing Office building, \$25,000, or so much as may be necessary." We have secured one estimate for this work, which amounted to about \$9,000, but I am not sure that it is reliable. There are other estimates yet to be received.

The CHAIRMAN. How many windows are there on that side?

Mr. STILLINGS. I can not tell you offhand. I have the details at the Office. There is also added to that item the following: "And the Public Printer is hereby authorized to remove such portions of, or

all of, the old Government Printing Office building as he may deem necessary to reduce the fire risk."

I would urge, because it might be advisable, although it would not look very sightly, taking off the H street side of the old building and the North Capitol street side, leaving the center and Jackson alley wing of the old building, and the annex, a fireproof building that is relatively new, although it was built before the new Government Printing Office building was erected. Those could remain for the present; but in my opinion it would be better if the old building was razed to the ground, the bricks and lumber and girders advertised for sale and sold to the highest bidder, not by auction, but to the highest bidder at ordinary sale; removing the building, fill in the cellar, and sod the vacant space.

Mr. SMITH. You do not mean to take out the annex? Is it not practically as good as a new building?

Mr. STILLINGS. No, sir; it is not as good as a new building, but it is so much better than the old that there is little risk of its taking fire.

The CHAIRMAN. What do you estimate the cost would be?

Mr. STILLINGS. I have not estimated on that. I believe we can get bids enough from reliable men who can take the old building down and pay us for the material. We would not want an appropriation for that, because there is material enough there to warrant a concern to bid for the material, which of course that concern would have to remove.

The CHAIRMAN. That part of the building which you propose to take down will be occupied, when you get the mechanical part of your office over in the other building, for storage purposes alone?

Mr. STILLINGS. Yes, sir.

The CHAIRMAN. What rent are you paying for it—for the Nash Building?

Mr. STILLINGS. Five thousand dollars per annum.

The CHAIRMAN. How many cubic feet have you there?

Mr. STILLINGS. I can not tell you the cubic feet at this time, although I have that record on file; the L street warehouse contains 29,300 square feet, at \$5,000 a year. That would be about 17½ cents a square foot, not heated. Factory space in large cities, lofts, without power or heat, in New York City would run about 20 to 25 cents a square foot, and I have known it to rent as high as 40 cents a square foot.

The CHAIRMAN. Is the L street warehouse fireproof?

Mr. STILLINGS. No, sir; mill construction with slate roof, or tin-covered roof.

The CHAIRMAN. We have all the Department letters here, and we will consider them.



## CONCERNING CERTAIN PUBLIC FUNDS.

DEPARTMENT OF STATE,  
Washington, May 2, 1906.

Hon. J. A. TAWNEY,  
*Chairman Committee on Appropriations,  
House of Representatives.*

SIR: Referring to your letter of the 28th ultimo I have the honor to inform you that no public funds are disbursed by this Department, or by any office or bureau thereof, which have not been deposited in the Treasury of the United States and formally appropriated by Congress, as contemplated by the Act of July 1, 1902. (Vol. 32, Stat. L., p. 560.)

Moneys received from the sale of old material or other public property are always deposited in the Treasury as required by law, and specific accounts covering the same rendered to the proper accounting officers of the Treasury at the end of each quarter. In the case of such sales at any of the missions or consulates abroad the amount received by the officer is credited in his accounts and a proper transfer of the funds so credited is made by the accounting officers on the books of the Treasury Department.

I have the honor to be, sir, your obedient servant,  
ROBERT BACON, *Acting Secretary.*

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TREASURY DEPARTMENT,  
OFFICE OF THE SECRETARY,  
Washington, May 11, 1906.

Hon. J. A. TAWNEY,  
*Chairman Committee on Appropriations,  
House of Representatives.*

SIR: Referring to your inquiries of the 26th ultimo, as to whether any public funds pertaining to the service of the Treasury Department have been withheld from deposit in the Treasury and disbursed without specific and formal appropriation, and as to whether proceeds of old material or other public property have been deposited without detailed accounting therefor, I have the honor to state that there are no public funds controlled and disbursed by the Treasury Department which have never been deposited in the Treasury, except in certain cases of miscellaneous receipts from rents, etc., where deductions have been made therefrom before being deposited for maintaining and keeping properties in repair, as shown by the reports of the Auditor for the Treasury Department and the Supervising Architect of the Treasury, dated May 4, 1906, and May 7, 1906, respectively, copies herewith.

All proceeds of sales of Government property paid into the Treasury are properly accounted for.

Respectfully,

L. M. SHAW,  
*Secretary.*

TREASURY DEPARTMENT,  
OFFICE OF SUPERVISING ARCHITECT,  
*Washington, May 7, 1906.*

THE SECRETARY OF THE TREASURY.

SIR: In response to the reference of Assistant Secretary Reynolds of the 4th instant, transmitting a copy of a communication dated April 28, 1906, from Hon. J. A. Tawney, chairman Committee on Appropriations, House of Representatives, I have the honor to state as follows:

(1) There are no public funds controlled by this Office or by any branch thereof from which disbursements are made without specific and formal appropriation by Congress.

(2) No proceeds of sales of old material or other public property or rental collections received as ground rents from unoccupied public building sites or from rents of public buildings partially occupied by tenants or from privileges granted to telegraph and telephone companies for which this Office is accountable are ever paid into the Treasury unless duly and properly accounted for in detail with the proper accounting officers of this Department.

(3) The gross collections derived from the sources indicated in the second paragraph are subject to deduction for expenses incurred in making sales, or for maintaining and keeping rented properties in repair, or for cleaning sidewalks and the prevention of nuisances around public-building sites, such expenditures being duly authorized by the Secretary or Assistant Secretary of the Treasury, the net proceeds being then accounted for as above and covered into the Treasury to the credit of miscellaneous receipts.

(4) The receipts and expenditures on account of collections as above are reported annually to Congress in the Book of Estimates.

Respectfully,

C. E. KEMPER,  
*Acting Supervising Architect.*

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TREASURY DEPARTMENT,  
OFFICE OF AUDITOR FOR TREASURY DEPARTMENT,  
*Washington, May 4, 1906.*

THE SECRETARY OF THE TREASURY.

SIR: In reply to your reference of May 1, 1906, on the copy of the letter of Chairman J. A. Tawney, Committee on Appropriations, House of Representatives, dated April 28, 1906, I have the honor to report as follows:

In view of the provision in the act approved March 29, 1894, "To regulate the making of property returns by officers of the Government," this office does not now settle property returns until such returns have been acted upon by the administrative office.

During the fiscal year 1905 there was settled by this office 891 accounts covering miscellaneous receipts on account of proceeds of Government property, showing a net revenue of \$78,349.01. In many cases the expenses of the sale were deducted from the gross proceeds, as authorized by the act of June 8, 1896. Involved in these settlements is a class of expenditures out of the gross receipts which become absolutely necessary from the circumstances of the case. For instance:

The act of March 3, 1903, section 19, authorizes the securing of a site for a hall of records in square 143 in this city. On the land pur-

chased for this site are a number of private residences, which have been rented under the provisions of section 19 of said act. In order to rent these buildings it became necessary to keep them in respectable repair. As the law does not say that the gross proceeds shall be deposited in the Treasury, the administrative office has construed and this office has acquiesced therein that the costs of necessary repairs should be paid out of such rentals. The rentals received for this property for the fiscal year 1905 were \$1,724.50; expenses of repairs, etc., \$209.15, and the net proceeds covered into the Treasury, \$1,515.35.

Section 10 of the same act authorizes the purchase of the Shafer property adjoining the present post-office site in Richmond, Va. This property contains a number of stores and offices, from which during the fiscal year 1905 a gross rental of \$8,554.29 was collected, the expense of care of same, etc., amounting to \$2,269.64, paid, and the net proceeds, \$6,284.65, deposited in the Treasury.

\* \* \* \* \*

Respectfully,

W. E. ANDREWS, *Auditor.*

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NAVY DEPARTMENT,  
*Washington, May 11, 1906.*

SIR: Replying to your letter of the 28th ultimo, requesting to be furnished, at the earliest convenience, a statement of what, if any, public funds are controlled and disbursed by this Department, or by any office or bureau thereof, which have never been deposited in the Treasury of the United States, and which are disbursed without specific and formal appropriation by Congress, as contemplated by the act of July 1, 1902 (vol. 32, Stat. L., p. 560); also the sources from which such funds, if there are any, arise, and requesting further to be advised as to whether the proceeds of the sales of old material or other public property have been paid into the Treasury Department by this Department, or any office or bureau thereof, without accounting therefor in detail to the proper accounting officers of the Treasury, and that, if any such payments have been made, you be advised as to the sources from which the funds arose, the amounts thereof, and the reasons why the same were not accounted for in detail, as in the case of payments into the Treasury of the proceeds of other sales of old material or public property, I have the honor to inform you that the Department knows of no public funds controlled or disbursed by any office or bureau thereof which have never been deposited in the Treasury of the United States and which are disbursed without specific and formal appropriation by Congress, as contemplated by the act of July 1, 1902, heretofore referred to.

No proceeds of sales or other public property have been paid into the Treasury by this Department, or any office or bureau thereunder, without accounting therefor in detail to the proper accounting officers of the Treasury, within the knowledge of the Department.

Very respectfully,

TRUMAN H. NEWBERRY,  
*Acting Secretary.*

Hon. JAMES A. TAWNEY,  
*Chairman Committee on Appropriations,  
House of Representatives.*

*Memorandum.*

The act of Congress approved March 3, 1875, (Stat. L., vol. 18, p. 343) provided as follows:

"That the Secretary of the Navy is authorized to dispose of the useless ordnance material on hand at public sale, according to law, the net proceeds of which shall be turned into the Treasury; and an amount equal to the same is hereby appropriated, to be applied to the purpose of procuring a supply of material adapted in manufacture and caliber to the present wants of the service; but there shall be expended under this provision not more than seventy-five thousand dollars in one year."

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POST-OFFICE DEPARTMENT,  
OFFICE OF THE POSTMASTER-GENERAL,  
*Washington, D. C., May 3, 1906.*

Hon. J. A. TAWNEY,  
*Chairman Committee on Appropriations,  
House of Representatives.*

SIR: I have the honor to acknowledge receipt of your letter of the 28th ultimo, requesting a statement of what, if any, public funds are controlled and disbursed by the Post-Office Department, which have never been deposited in the Treasury of the United States, and which are disbursed without specific and formal appropriation by Congress, as contemplated by the act of July 1, 1902.

As showing that there are no such funds controlled and disbursed by this Department, or by any office or bureau thereof, there are transmitted herewith copies of memoranda prepared in the offices of the Third Assistant Postmaster-General and disbursing clerk of the Post-Office Department.

Respectfully,

GEO. B. CORTELYOU,  
*Postmaster-General.*

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POST-OFFICE DEPARTMENT,  
OFFICE OF DISBURSING CLERK,  
*Washington, May 1, 1906.*

The CHIEF CLERK,  
*Post-Office Department.*

SIR: In reply to your request of this date, I transmit the following statement showing the sources from which money is received in this office, derived from the sale of public property, and the way in which this money is accounted for and settlement made with the Auditor for the Post-Office Department.

Waste material and other old material is sold under contract, and old furniture, carpets, etc., are sold at public auction after being condemned by a committee appointed for the purpose. This is done under the supervision of the chief clerk and superintendent of buildings. When the material has been delivered, this office is immediately notified, and a statement is made out in triplicate and sent to the purchaser to be signed by him and returned together with his check for the amount in payment.

Post-route maps are sold by the Department at a published list price. The purchase money is received in this office and an order is signed by the disbursing clerk, directing the topographer to deliver or ship the maps, the order stating that the payment in purchase therefor has been made.

The superintendent of buildings reports all sales of old material directly to the Auditor, and the topographer also makes a monthly statement of all sales of post-route maps directly to the Auditor. The Auditor in this way is informed of the disposal of all public property by the office in whose custody the property was, and these reports are made entirely independent of this office.

The disbursing clerk's report of sales of old material to the Auditor is made in the form of an account current, an abstract of receipts being debited, each item repre-

sent by a signed statement of the purchaser, showing quantity, prices, etc., and the credits of the certificates of deposit with the Treasurer of the United States balances the account.

Respectfully,

HARRY H. THOMPSON,  
*Disbursing Clerk.*

[Memorandum for the Postmaster-General.]

POST-OFFICE DEPARTMENT,  
THIRD ASSISTANT POSTMASTER-GENERAL,  
*Washington, May 1, 1906.*

There are no public funds controlled and disbursed by the office of the Third Assistant Postmaster-General which are never formally deposited in the Treasury of the United States, and there are no such funds controlled and disbursed through the office of the Third Assistant Postmaster-General without specific and formal appropriation by Congress as contemplated by the act of July 1, 1902. (Vol. 32, Stat. L., p. 560.)

In connection with this statement, however, I deem it necessary to make the following explanation:

Section 407 of the Revised Statutes (sec. 119, P. L. and R.) requires that—

“The postal revenues and all debts due the Post-Office Department shall, when collected, be paid into the Treasury of the United States under the direction of the Postmaster-General \* \* \*.”

Section 408 of the Revised Statutes (sec. 121, P. L. and R.) requires that—

“All deposits on account of the postal service shall be brought into the Treasury by warrants of the Postmaster-General, countersigned by the Auditor for the Post-Office Department; \* \* \*.”

There are two methods of expenditure in account of the postal service:

1. By postmasters out of the receipts of their offices.
2. By Post-Office Department warrants drawn on the Treasurer of the United States.

The authority for disbursements by postmasters is given in section 3861 of the Revised Statutes (sec. 377, P. L. and R.), which provides that—

“The salary of a postmaster, and such other expenses of the postal service authorized by law as may be incurred by him, and for which appropriations have been made, may be deducted out of the receipts of his office, under the direction of the Postmaster-General.”

The authority for disbursements by Post-Office Department warrants is given in section 3674 of the Revised Statutes (sec. 148, P. L. and R.), which provides that—

“Payments of money out of the Treasury on account of the postal service shall be in pursuance of appropriations made by law, by warrants of the Postmaster-General, registered and countersigned by the Auditor for the Post-Office Department, and expressing on their face the appropriation to which they should be charged.”

It will therefore be seen that no moneys disbursed by postmasters out of the receipts of their offices are ever actually deposited in the Treasury of the United States, although the same are formally covered into the Treasury after disbursement under authority of section 406 of the Revised Statutes (sec. 152, P. L. and R.), which provides as follows:

“Upon the certified quarterly statement by the Auditor for the Post-Office Department of the payments by postmasters on account of the postal service, the Postmaster-General shall issue his warrant to the Treasurer to carry the amount to the credit of the postal revenues and to the debit of the proper appropriations upon the books of the Auditor.”

The “specific and formal appropriation by Congress” for the payment of “unpaid money orders more than one year old” is a continuous one, and therefore not formally repeated each year in the appropriation act, the creation of this appropriation and the authority for payments to be made from it being given in section 4 of the act approved January 27, 1894, volume 28, United States Statutes at Large, page 32, the wording of this appropriation being as follows:

“\* \* \* but such money orders shall be sent to the Post-Office Department and shall be paid by a warrant of the Postmaster-General, countersigned by the Auditor of the Treasury for the Post-Office Department, out of any money in the Treasury to the credit of the Post-Office Department, to the extent of the moneys paid in on this account, the payments so made to be charged to an appropriation account hereby created, to be denominated ‘Unpaid money orders more than one year old.’”

This is the only continuous appropriation for the postal service not specifically repeated each year in the appropriation act.

The revenues for the maintenance of the postal service are derived from (sec. 113, P. L. and R.): (a) Postage, (b) box rents, (c) money-order business, (d) dead letters, (e) fines and penalties, (f) balances from foreign countries, (g) miscellaneous, (h) unpaid money orders more than one year old, (i) appropriations by Congress, when necessary, from the Treasury.

Respectfully submitted.

A. M. TRAVERS,  
*Acting Third Assistant Postmaster-General.*

[Additional memorandum for the Postmaster-General.]

POST-OFFICE DEPARTMENT,  
THIRD ASSISTANT POSTMASTER-GENERAL,  
*Washington, May 2, 1906.*

My statement in memorandum of yesterday on this subject should be amended so as to add to the initial paragraph the following: "unless the recent practice of advancing funds to disbursing postmasters under the provisions of sections 3648, 3674, and 4055 of the Revised Statutes, and the act of July 5, 1884 (chap. 234, 23 Stat. L., p. 156), may be so construed," and my statement in the last paragraph of the second sheet by substituting the word "revenue" for the word "receipts" in the second line, so that the two statements taken together shall read as follows:

"There are no public funds controlled and disbursed by the office of the Third Assistant Postmaster-General which are never formally deposited in the Treasury of the United States, and there are no such funds controlled and disbursed through the office of the Third Assistant Postmaster-General without specific and formal appropriation by Congress as contemplated by the act of July 1, 1902 (vol. 32, Stat. L., p. 560), unless the recent practice of advancing funds to disbursing postmasters under the provisions of sections 3648, 3674, and 4055 of the Revised Statutes, and the act of July 5, 1884 (chap. 234, 23 Stat. L., p. 156), may be so construed."

"It will therefore be seen that no moneys disbursed by postmasters out of the revenue of their offices are ever actually deposited in the Treasury of the United States, although the same are formally covered into the Treasury after disbursement under authority of section 406 of the Revised Statutes (sec. 152, P. L. and R.) \* \* \*."

Of course, the moneys advanced to disbursing postmasters by means of Post-Office Department warrants drawn on the Treasurer of the United States were received in the Treasury before being drawn out for use by postmasters, although that portion of the revenue of post-offices which is disbursed by postmasters is never actually so deposited.

These advances are authorized by law, but no appropriation is made to cover the same, it being unnecessary, because they are not considered as disbursements, but simply a transfer of available funds from the Treasury of the United States to post-offices for disbursement by postmasters in accordance with "specific and formal appropriation by Congress."

The authority hereinbefore cited under which these advances are made to postmasters is as follows:

Section 3674, Revised Statutes (sec. 148, P. L. and R.):

"Payments of money out of the Treasury on account of the postal service shall be in pursuance of appropriations made by law by warrants of the Postmaster-General, registered and countersigned by the Auditor for the Post-Office Department, and expressing on their face the appropriation to which they should be charged."

Section 4055, Revised Statutes (sec. 151, P. L. and R.):

"All payments on account of the postal service shall be made to persons to whom the same shall be certified to be due by the Auditor for the Post-Office Department; but advances of necessary sums to defray expenses may be made by the Postmaster-General to agents employed to investigate mail depredations, examine post routes and offices, and on other like services, to be charged to them by the Auditor, and to be accounted for in the settlement of their accounts."

Act of July 5, 1884 (23 Stat. L., 156; sec. 383, P. L. and R.):

"The Postmaster-General is authorized to designate postmasters at money-order post-offices as disbursing officers for the payment of the salaries of officers and employees of the postal service, and for such other payments as postmasters are now authorized to make from postal revenues."

Section 3648, Revised Statutes (sec. 106, P. L. and R.):

"\* \* \* It shall, however, be lawful, under the direction of the President, to make such advances to the disbursing officers of the Government as may be neces-

sary to the faithful and prompt discharge of their respective duties, and to the fulfillment of the public engagements. \* \* \*

Under ordinary circumstances this additional memorandum might be considered as unnecessary, the memorandum furnished you under date of yesterday fully covering in a general way the points involved, but as Mr. Tawney fails to state the object of his inquiry it is deemed advisable in treating the same to make this additional statement.

Respectfully submitted.

A. M. TRAVERS,  
*Acting Third Assistant Postmaster-General.*

DEPARTMENT OF JUSTICE,  
*Washington, May 2, 1906.*

HON. J. A. TAWNEY,  
*Chairman Committee on Appropriations,  
House of Representatives.*

SIR: In your letter of April 28, 1906, you request information as to what public funds are controlled and disbursed by this Department without having been first deposited in the Treasury of the United States, which are disbursed without specific and formal appropriation by the Congress.

You are informed that clerks of United States courts pay out of earnings from civil litigants, in so far as said earnings are sufficient for the purpose, such clerk hire and office expenses as may be approved by the Attorney-General, retaining from the balance of such earnings their own compensation in an amount not exceeding the maximum prescribed by law.

The clerks of the district court in Indian Territory, in addition to the foregoing, receive fees for recording deeds and other instruments, and pay out of such fees the expenses incident to the work, together with additional compensation for themselves and sundry deputies, not exceeding \$1,800 each per annum. The excess of such fees for recording is turned into the Treasury to the credit of the so-called school fund of the Indian Territory.

The clerk of the circuit court of appeals in Indian Territory also receives fees from individuals and corporations, and retains same on account of his salary, for the payment of which they are usually insufficient, the balance being paid from the appropriation "Salaries and expenses, United States courts, Indian Territory."

In the district of Alaska clerks of court receive and disburse license fees, fines, forfeitures, judicial, notarial, recorders', and other miscellaneous fees, as shown by the inclosed statement entitled "Statement showing disposition of moneys received and disbursed by clerks of court in Alaska."

The cost of material and the compensation of employees of the paper-box factory of the Reform School, District of Columbia, are paid out of the gross receipts of said factory, and the net proceeds are turned into the Treasury, in accordance with the provision in the closing paragraph of the act of March 3, 1905, making appropriation for the maintenance of the school.

You also request to be advised whether the proceeds of sales of old material or other public property have been paid into the Treasury of the United States without an accounting therefor in detail having been made to the accounting officers of the Treasury.

Your intimation that proceeds from the sale of old material should be accounted for in detail to the proper accounting officers of the Treasury is not understood. Such moneys have been uniformly deposited to the credit of the Treasurer of the United States, in accordance with the provisions of section 3618, Revised Statutes of the United States, such deposits being accompanied, for the information of the office of the Secretary, by a statement showing the nature of the articles sold.

Detailed reports of such sales are required by this Department from the officer making the sales. Such reports are not transmitted to the Auditor, but are retained in the files of this Department. The Department is not aware of any law or regulation requiring such reports to be made to the Auditor.

Respectfully,

M. D. PURDY,  
*Acting Attorney-General.*

*Statement showing disposition of moneys received and disbursed by clerks of court in Alaska.*

(a) All moneys received for licenses issued for the conduct of business in incorporated towns are paid over by the clerks of the district court to the treasurer of such town to be used for school and municipal purposes. Section 7, act of April 28, 1904 (33 Stat. L., 533).

(b) All moneys received for licenses issued for the conduct of business outside of incorporated towns are deposited by the clerks of the district court "in the Treasury Department of the United States, there to remain as a separate and distinct fund, \* \* \* known as the 'Alaska fund,'" to be devoted to public schools, wagon roads, bridges and trails, and the care and maintenance of insane persons in the district, and paid over by the Secretary of the Treasury to the proper authorities in the district, as provided by law. Sections 1, 2, and 5, act of January 27, 1905 (33 Stat. L., 616 to 618), and act of April 28, 1904 (33 Stat. L., 526).

(c) All moneys received for certificates to practice law in the district are paid over by the clerks of the district court to the secretary of the district, to be "disbursed, on the order of the governor of Alaska, for the benefit of the Alaska Historical Library and Museum." Section 2, act of March 3, 1905 (33 Stat. L., 1266), and section 32, title I, act of June 6, 1900 (31 Stat. L., 333).

(d) All moneys received for fines, forfeitures (except fines and judgments in post-office cases), judicial, notarial, recorders', and miscellaneous fees for services performed by the clerk or deputy clerk and certain other fees and costs are paid out by the clerks, on the order of the judges, for the incidental expenses of the court. Sections 7 and 10, title I, act of June 6, 1900 (31 Stat. L., 324 and 325).

DEPARTMENT OF THE INTERIOR,  
*Washington, May 3, 1906.*

Hon. J. A. TAWNEY,  
*Chairman Committee on Appropriations,  
House of Representatives.*

SIR: I have the honor to acknowledge the receipt of your letter of the 28th ultimo requesting to be furnished with a statement of what, if any, public funds are controlled and disbursed by this Department, or by any bureau thereof, which have never been deposited in the Treasury of the United States and which are disbursed without specific and formal appropriation by Congress, as contemplated by the act of



July 1, 1902 (vol. 32, U. S. Stat. L., p. 560); also the sources from which such funds, if there are any, arise.

You further request to be advised whether the proceeds of sales of old material or other public property have been paid into the Treasury by this Department, or any office or bureau thereof, without accounting therefor in detail to the proper accounting officers of the Treasury, and, if any such payments have been made, to advise you of the sources from which the funds arose, the amounts thereof, and the reasons why the same were not accounted for in detail, as in the case of payments into the Treasury of proceeds of other sales of old material or public property.

The act of Congress to which you refer reads as follows:

Hereafter no act of Congress shall be construed to make an appropriation out of the Treasury of the United States unless such act shall, in specific terms, declare an appropriation to be made for the purpose or purposes specified in the act.

In reply I have to inform you that I am advised that no public funds are controlled or disbursed by this Department, or any bureau or office thereof, which have never been deposited in the Treasury of the United States and disbursed without specific and formal appropriation by Congress, as contemplated by the act of July 1, 1902, *supra*.

All proceeds realized from the sales of old material or other public property by this Department, its bureaus and offices, immediately after the receipt thereof, are paid into the United States Treasury and properly accounted for in detail by its disbursing officers and agents. If the committee desires any further information on this subject, it will be promptly furnished.

Very respectfully,

E. A. HITCHCOCK,  
*Secretary.*

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GOVERNMENT PRINTING OFFICE,  
OFFICE OF THE PUBLIC PRINTER,  
*Washington, D. C., April 30, 1906.*

SIR: Referring to your favor of April 28, I have the honor to inform you—

1. There are no funds controlled and disbursed by the Government Printing Office, or by any office or bureau thereof, which have never been deposited in the Treasury of the United States which are disbursed without specific and formal appropriations by Congress, contemplated by the act of July 1, 1902. (Vol. 32, Stat. L., p. 560.)

2. All proceeds for printing for Departments, sales of documents, sales of Congressional Record, printing speeches, sales of old material, or from any other sources whatever, are deposited once each week in the Treasury, accompanied by a detailed statement showing the sources from which the money is received.

Very truly, yours,

CHAS. A. STILLINGS,  
*Public Printer.*

Hon. J. A. TAWNEY,  
*Chairman Committee on Appropriations,  
House of Representatives.*

DEPARTMENT OF COMMERCE AND LABOR,  
OFFICE OF THE SECRETARY,  
*Washington, May 11, 1906.*

SIR: Answering your communication of the 28th ultimo, I have the honor to inclose herewith copies of letters addressed to me by chiefs of bureaus of the Department of Commerce and Labor under whose supervision public moneys, other than those directly appropriated by Congress, are received and by whom deposits for the sale of old material and other public property are made direct.

There are no public funds available in the Department of Commerce and Labor which could be disbursed, either under the law or by regulation, without deposit into the Treasury of the United States and subsequent appropriation by Congress.

Proceeds of sale of old material and other public property in the immediate charge of the Secretary's office are promptly deposited with the Treasurer of the United States and reported in detail to the Auditor for the State and other Departments, by whom settlement is made covering the deposit to the fund known as "proceeds of Government property," as required by section 3618, Revised Statutes of the United States.

Respectfully,

V. H. METCALF,  
*Secretary.*

The CHAIRMAN COMMITTEE ON APPROPRIATIONS,  
*House of Representatives.*

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DEPARTMENT OF COMMERCE AND LABOR,  
BUREAU OF THE CENSUS,  
*Washington, May 8, 1906.*

The SECRETARY OF COMMERCE AND LABOR.

SIR: I am in receipt of Department letter dated May 5 transmitting a copy of a letter addressed to the Secretary by the chairman of the Committee on Appropriations, House of Representatives, relative to the receipt of and accounting for moneys not directly appropriated by Congress, and requesting that the Department be furnished with such data regarding transactions in this Bureau of the nature referred to as may be necessary to formulate a reply to the letter from the chairman of the House committee.

I have the honor to state that without exception the public funds controlled and disbursed by this Bureau are deposited in the Treasury of the United States and are disbursed only upon specific and formal appropriation by Congress as contemplated by the act of July 1, 1902. With the exception of the annual appropriations, the only public moneys received by the Bureau are those realized from the sale of Government property and those received for furnishing transcripts of census records as provided by acts of Congress dated March 3, 1899 (30 U. S. Stat. L., 1021), and January 12, 1903 (32 U. S. Stat. L., 768). All amounts realized from the sale of property are covered into the Treasury of the United States as miscellaneous receipts on account of "proceeds of Government property," while amounts received for furnishing transcripts of census records are covered into the Treasury to the credit of the census appropriations as provided by the acts of Congress cited above. During the fiscal year 1905 the proceeds of sales of property amounted to \$156.80, while \$100 was received for furnishing transcripts of records. All moneys paid into the Treasury by this Bureau as proceeds of Government property are accounted for in detail to the proper accounting officer of the Treasury, a letter being sent to the Auditor for the State and other Departments at the time each deposit is made, informing him of the deposit and the character of the property sold. Worn-out typewriters are practically the only property which has been disposed of by the Bureau. They are disposed of only in connection with the purchase of new machines, and in this way liberal allowances are received for the old machines, the proceeds being covered into the Treasury to the credit of miscellaneous receipts in accordance with the decision

of the Comptroller (5 C. D., 716). All such sales have been made without expense to the Bureau.

Very respectfully,

S. N. D. NORTH, *Director.*

DEPARTMENT OF COMMERCE AND LABOR,  
LIGHT-HOUSE BOARD,  
*Washington, May 8, 1906.*

The SECRETARY OF COMMERCE AND LABOR.

SIR: Referring to Department letter of May 5, 1906, transmitting a copy of a letter addressed to the Department from the House of Representatives Committee on Appropriations, relative to the receipt of and accounting for moneys not directly appropriated by Congress, the Board has the honor to state that it neither controls nor disburses any public funds which have never been deposited in the Treasury Department and which are disbursed without specific and formal appropriation by Congress other than receipts from the sale of condemned public property and the proceeds from the rental of public lands.

Referring to the second paragraph of this letter, the Board begs to state that the proceeds of sales of condemned material, and the proceeds arising from the rental of public lands have been paid into the Treasury by its disbursing officers as provided by law, and in each instance such moneys are accounted for in detail, except in the recent case of Commander L. C. Heilner, U. S. Navy, late inspector of the thirteenth light-house district at Portland, Oreg. It having come to the knowledge of the Board that this officer had on hand a sum of money which he denominated as a "slush" fund, obtained by the sale of old oil cans and other public property, his attention was invited to the law upon the subject and he was directed to comply therewith, as shown by copies of letters dated November 9, 1905, and January 16, 1906, and forwarded herewith.

On January 31, 1906, this officer deposited to the credit of the Treasurer of the United States \$764.48 as proceeds of sale of condemned Government property, and subsequently rendered an account to cover that sum. This account, not being in the prescribed form, was sent to the proper auditor without the approval of the Board indicated thereon, for such action as might be considered necessary in the premises, as shown by a copy of a letter dated March 19, 1906, sent herewith. This account is now before the auditor for examination and adjustment, having been received by him March 20, 1906.

Respectfully,

U. SEBREE,  
*Captain, U. S. Navy, Naval Secretary.*

DEPARTMENT OF COMMERCE AND LABOR,  
LIGHT-HOUSE BOARD,  
*Washington, November 9, 1905.*

The INSPECTOR THIRTEENTH LIGHT-HOUSE DISTRICT,  
*Portland, Oreg.*

SIR: It having come to the knowledge of the Board that you have on hand what is known as a "slush fund," obtained by the sale of old oil cans or other public property, the Board calls your attention to an act of Congress approved June 23, 1874, as printed on page 36 of the Laws Relating to the Light-House Establishment, edition 1904, and requests that you comply with the law.

Respectfully,

U. SEBREE,  
*Captain, U. S. Navy, Naval Secretary.*

DEPARTMENT OF COMMERCE AND LABOR,  
LIGHT-HOUSE BOARD,  
*Washington, January 16, 1906.*

The INSPECTOR THIRTEENTH LIGHT-HOUSE DISTRICT,  
*Portland, Oreg.*

SIR: Referring to the Board's letter of November 9, 1905, in regard to what is known as a "slush fund" in the thirteenth district, the Board states that the matter was brought to its attention at its meeting on January 8, 1906, when it was ordered

that the thirteenth light-house district inspector be directed to deposit to the credit of the Treasurer of the United States any money he may have on hand derived from the sale of oil cans or other Government property, and that he make a detailed statement to the Board showing all sales, receipts, and expenditures therefrom since he has been inspector of the thirteenth district.

The Board directs you to comply with the above order as soon as possible.

Respectfully,

U. SEBREE,  
*Captain, U. S. Navy, Naval Secretary.*

DEPARTMENT OF COMMERCE AND LABOR,  
LIGHT-HOUSE BOARD,  
*Washington, March 19, 1906.*

The AUDITOR FOR THE STATE AND OTHER DEPARTMENTS.

SIR: Herewith the Board forwards, without its approval or other action in the matter, an account of Commander L. C. Heilner, U. S. Navy, late inspector of the thirteenth light-house district, with miscellaneous receipts arising from the sale of public property, together with copies of letters dated November 9, 1905, and January 16, 1906, from the Board to the above-named officer.

The post-office address of Commander Heilner is League Island Navy-Yard, Philadelphia, Pa.

Respectfully,

U. SEBREE,  
*Captain, U. S. Navy, Naval Secretary.*

DEPARTMENT OF COMMERCE AND LABOR,  
BUREAU OF FISHERIES,  
*Washington, May 7, 1906.*

The SECRETARY OF COMMERCE AND LABOR,  
*Washington, D. C.*

SIR: In answer to your letter of the 5th instant, I beg leave respectfully to state that no funds have been received by this Bureau other than moneys directly appropriated by Congress, except from the proceeds of sales of condemned Government property. The latter have been promptly deposited in the Treasury and accounted for according to law, quarterly returns being made in accordance with the requirements of the accounting officers.

Yours, respectfully,

H. M. SMITH,  
*Acting Commissioner.*

DEPARTMENT OF COMMERCE AND LABOR,  
BUREAU OF IMMIGRATION,  
*Washington, May 7, 1906.*

The SECRETARY OF COMMERCE AND LABOR.

SIR: In response to your communication of the 5th instant, with which is transmitted a copy of a letter from the chairman of the House Committee on Appropriations, I have the honor to report that the Immigration Service has no public funds which are disbursed without specific appropriation by Congress. The only funds available for disbursement are those covered by the appropriations, "Expenses of regulating immigration" and "Enforcement of the Chinese-exclusion act."

The proceeds of sales of old material and condemned public property are paid into the Treasury and are immediately accounted for in detail to the proper officials of the Treasury Department, no undisposed of or unaccounted for amounts being retained here.

Respectfully,

F. P. SARGENT,  
*Commissioner-General.*

DEPARTMENT OF COMMERCE AND LABOR,  
STEAMBOAT-INSPECTION SERVICE,  
Washington, May 7, 1906.

The SECRETARY OF COMMERCE AND LABOR.

SIR: Replying to Department letter of the 5th instant, transmitting copy of letter from the chairman of the Committee on Appropriations, House of Representatives, "relative receipt of and accounting for moneys not directly appropriated by Congress," I would say that there are no moneys of this kind received by this Service, except occasionally, by your authority, the inspectors are permitted to sell old office furniture or instruments no longer of service to the Department, the proceeds of such sales being deposited with the national bank designated to receive the funds, and duplicate certificates of deposit sent to this office and to division of public moneys in Treasury Department; this office indorses on back of certificate the appropriation to which the amount of the deposit is to be credited, also from what it is derived.

By direction of the Supervising Inspector-General.

Respectfully,

W. F. GATCHELL, *Chief Clerk.*

DEPARTMENT OF COMMERCE AND LABOR,  
COAST AND GEODETIC SURVEY,  
Washington, May 7, 1906.

HON. LAWRENCE O. MURRAY,  
*Acting Secretary of Commerce and Labor.*

SIR: I have the honor to acknowledge the receipt of your letter of May 5, inclosing a copy of a letter signed by the chairman of the Committee on Appropriations, House of Representatives.

In reply thereto, I have to state that no public funds are controlled and disbursed by this Bureau which have never been deposited in the Treasury of the United States, or which are disbursed without specific and formal appropriation of Congress, as contemplated by the act of July 1, 1902.

Also, that all proceeds of sales of old material or other public property (including sales of publications) have regularly been turned into the Treasury monthly and that a complete report in detail has been made quarterly to the proper accounting officer of the Treasury.

Very respectfully,

O. H. TITTMANN, *Superintendent.*

DEPARTMENT OF COMMERCE AND LABOR,  
BUREAU OF STANDARDS,  
Washington, May 10, 1906.

The SECRETARY OF COMMERCE AND LABOR,  
*Washington, D. C.*

SIR: The Department's letter of May 5 relative to the receipt of and accounting for moneys not directly appropriated by Congress is received.

No moneys are received by this Bureau and disbursed. All fees for tests are deposited with the Treasurer of the United States. The fees received are exclusively for standardizing weights, measures, and measuring instruments and other tests in connection with standards. At the close of each month an itemized statement of the sources of the fees received is forwarded to the Auditor of State and other Departments, and all fees then on hand are transferred to the Treasurer of the United States.

I would further report that no old material or public property has been sold by the Bureau.

Respectfully,

S. W. STRATTON, *Director.*

DEPARTMENT OF COMMERCE AND LABOR,  
BUREAU OF STANDARDS,  
Washington, May 8, 1906.

The SECRETARY OF COMMERCE AND LABOR,  
*Washington, D. C.*

SIR: The Department's letter of May 5 relative to the receipt of and accounting for moneys not directly appropriated by Congress is received.

No moneys are received by this Bureau and disbursed. All fees for tests are deposited with the Treasurer of the United States.

I would further report that no old material or public property has been sold by the Bureau.

Respectfully,

S. W. STRATTON, *Director.*

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INTERSTATE COMMERCE COMMISSION,  
*Washington, May 1, 1906.*

Hon. J. A. TAWNEY,  
*Chairman, Committee on Appropriations,  
House of Representatives, Washington, D. C.*

SIR: In answer to the first paragraph of your letter of April 28, I have to say that there are no funds disbursed, either directly or indirectly, by the Interstate Commerce Commission which are not received by direct appropriation from Congress and paid by the disbursing officer of the Commission by his official check drawn on the Treasurer of the United States.

In reference to the second paragraph of your letter, the Commission has only twice had occasion to sell old material or other public property. On April 14, 1904, certain worn-out furniture was sold, the proceeds from which were deposited in the Treasury to the credit of miscellaneous receipts and an itemized statement of each article sold attached to the deposit slip, the amount of which was \$7. On October 22, 1904, a second sale of worn-out furniture was made, the proceeds deposited in the Treasury to the credit of miscellaneous receipts and an itemized statement of each article sold attached to the deposit slip, the amount of which was \$15. As outlined above, this would be the course followed in similar instances.

Very respectfully, yours,

MARTIN A. KNAPP, *Chairman.*

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SMITHSONIAN INSTITUTION,  
*Washington, D. C., May 2, 1906.*

SIR: In response to your communication of April 28, requesting that there be furnished, for the information of the Committee on Appropriations, a statement of what, if any, public funds are controlled and disbursed by the Smithsonian Institution, or by any office or bureau thereof, which have never been deposited in the Treasury of the United States and which are disbursed without specific and formal appropriation by Congress, as contemplated by the act of July 1, 1902 (vol. 32, Stat. L., p. 560), and also the sources from which such funds if there are any, arise, I have the honor to state that there are no public funds controlled and disbursed by the Smithsonian Institution, or by any of its offices or bureaus, which come within the purview of the act cited.

I beg to state, however, in this connection, that there is a class of receipts and expenditures by the Smithsonian Institution disbursed by the Institution for one of its branches of work mainly supported by Congress, concerning which I would make the following explanation:

A system of international exchanges was established by the Smithsonian Institution at the outset of its existence, in accordance with a plan approved on December 8, 1847, which was at first limited to an exchange of scientific publications between learned societies throughout the world.

As early as 1867 Congress, by a joint resolution, directed that 50 copies of all documents authorized to be printed by either House of Congress should be forwarded through the Smithsonian Institution to foreign governments, and in return therefor publications issued by foreign governments, when received at the Smithsonian Institution, should be placed in the Library of Congress. No appropriation was made by Congress, however, to aid in this work until 1882, the Smithsonian Institution in the intervening fifteen years carrying these public documents at the expense of its own fund, expending altogether from this source, up to 1882, \$148,776.80.

From 1882 on Congress has made annual appropriations to the Institution for carrying on this work, but during the early years in so slight an amount that the expenditures from the Smithsonian fund for this purpose in some years exceeded the Congressional appropriation. After 1889, when a treaty drafted at an international convention held at Brussels was approved by the Senate and proclaimed by the President, larger Congressional appropriations were made, and the work of the international exchanges became definitely established as a branch of the Government service under the Institution.

The large expenditures from the Smithsonian fund, which had been made during the course of the first thirty years of existence of the Institution, caused the Board of Regents in 1878 to authorize a charge of 5 cents per pound to Government bureaus and State institutions for publications transmitted by the international exchanges of the Institution. After the service had been rendered to the establishments mentioned, bills were sent them and payments made to the Institution, which were in the nature of repayments to it for services done by it. These payments have been deposited in the United States Treasury to the credit of the Institution and again expended by it for the International Exchange Service.

The bills or accounts rendered to United States Government bureaus are paid by disbursing officers' checks, from the respective appropriations, and are made payable to the Smithsonian Institution. All such checks are deposited with the Treasurer of the United States to the credit of the secretary of the Smithsonian Institution, and are, in accordance with a decision of the Comptroller of the Treasury, in no sense held as public funds. Expenditures of these moneys are made from time to time for the exchange service on Smithsonian vouchers, the corresponding checks for which are signed by the secretary of the Institution.

In answer to your further inquiry, as to whether the proceeds of sales of old material or other public property have been paid into the Treasury by the Smithsonian Institution, or any office or bureau thereof, without accounting therefor in detail to the proper accounting officers of the Treasury, I have the honor to state that all moneys derived by the institution and its bureaus from the sale of old material or other Government property are deposited with the Treasurer of the United States, and an itemized statement is transmitted to the

proper accounting officer of the Treasury, as required by sections 3618 and 3672 of the Revised Statutes, and that the laws in connection with the condemnation and sale of Government property are strictly complied with.

I have the honor to be, sir, very respectfully, yours,

R. RATHBUN, *Acting Secretary.*

Hon. JAMES A. TAWNEY,

*Chairman Committee on Appropriations.*

OFFICE COMMISSIONERS OF THE DISTRICT OF COLUMBIA,

*Washington, May 11, 1906.*

Hon. JAMES A. TAWNEY,

*Chairman of Committee on Appropriations,  
House of Representatives.*

DEAR SIR: In further response to your communication of the 28th ultimo for a statement respecting the public funds controlled by the Commissioners which have not been deposited in the Treasury of the United States and which are disbursed without specific and formal appropriation by Congress, and whether the proceeds of sales of old material and other public property have been paid into the Treasury by the District of Columbia without accounting therefor in detail to the proper accounting officers of the Treasury, the Commissioners have the honor to transmit herewith the inclosed copy of a report by the auditor of the District of Columbia and the statements and documents mentioned therein.

Very respectfully,

HENRY B. F. MACFARLAND,

*President Board of Commissioners District of Columbia.*

OFFICE AUDITOR OF THE DISTRICT OF COLUMBIA,

*Washington, May 7, 1906.*

Hon. HENRY L. WEST,

*Commissioner, District of Columbia.*

SIR: I have the honor to submit the following report touching the inquiries contained in the letter of Hon. James A. Tawney, chairman of Committee on Appropriations, House of Representatives, addressed to the president of the Board of Commissioners under date of April 28, 1906, which was referred to the auditor on the 1st instant and which is herewith returned. Attention is respectfully invited to the accompanying copy of a statement prepared by the auditor of the District for the use of the Commissioners, on July 21, 1905, setting forth in detail all moneys received by officers or employees connected with the government of the District of Columbia, other than disbursing funds advanced from the Treasury of the United States, and the manner in which such moneys are deposited or accounted for.

The inspector of steam boilers, inspectors of wood, inspectors of lumber, and inspectors of flour retain the fees collected by them respectively as compensation, pursuant to the provisions of law cited on page 12 of the accompanying statement.

The board of medical supervisors and the board of medical examiners, the commissioners of pharmacy, the board of dental examiners, and the anatomical board, under authority of law, receive certain fees and moneys which are applied to the authorized expenses and compensation incident to carrying out the provisions of the several acts of Congress creating said boards. (See page 13 of the accompanying statement.)

By virtue of the law creating the public library of the District of Columbia all moneys derived from donations and from interest on gifts and bequests, and fines



collected for the retention of books by borrowers beyond the allotted times, fees for the use of duplicate books, fees for notification that books reserved are available, payments for reissue of lost cards, and for lost and damaged books are intrusted to the trustees of said library for their custody and disbursement. (See page 29 of the accompanying statement.)

Surplus fees received by the recorder of deeds and the register of wills of the District of Columbia are paid directly into the Treasury of the United States, pursuant to the provisions of law cited on pages 30 and 31 of the accompanying statement.

Moneys received by the auctioneer of the District from the sales of condemned property and material are paid over to the collector of taxes, by whom they are deposited in the Treasury of the United States to the credit of the United States and the District of Columbia in equal parts. (For details as to the method of procedure and accounting reference is made to page 10 of the accompanying statement.)

Moneys received by the superintendent of the Reform School, District of Columbia, as proceeds of farm and shops and proceeds of sales of condemned property and material, by the superintendent of the Reform School for Girls as proceeds of condemned property and materials, and by the warden of the jail of the District of Columbia as proceeds of sales of condemned property and materials, are paid directly into the Treasury of the United States, under the provisions of law cited on page 31 of the accompanying statement.

Copies of the reports of the auditor for the fiscal years 1904 and 1905 are herewith transmitted.

Very respectfully,

J. R. GARRISON,  
Auditor District of Columbia.

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OFFICE OF THE AUDITOR OF THE DISTRICT OF COLUMBIA,  
Washington, July 21, 1905.

*Statement of moneys received by officers or employees connected with the government of the District of Columbia other than disbursing funds advanced from the Treasury of the United States.*

[Prepared in the office of the auditor of the District of Columbia.]

1. All taxes, revenues, miscellaneous receipts from all sources, and trust funds pertaining to the District of Columbia are paid to the collector of taxes of said District, either directly or indirectly, as hereinafter specified, with the exception of fees retained by certain officers hereinafter named as compensation for official services and for other purposes authorized by law and fees received by certain officials and at certain institutions mentioned hereinafter, which, pursuant to law, are paid directly into the Treasury of the United States.

2. The collector of taxes deposits all revenues received by him from taxes or otherwise, daily, with the Treasurer of the United States and renders daily itemized reports of such collections and deposits to the auditor of the District of Columbia and to the Auditor for the State and other Departments. An annual report or return of all taxes, revenues, and receipts is rendered by the collector of taxes to the auditor of the District and by him duly audited and transmitted to the Auditor for the State and other Departments for final revision and audit. The revenue account of the District of Columbia is also stated and audited annually by the Auditor for the State and other Departments and by the auditor of the District of Columbia.

(Sec. 4, act June 11, 1878, 20 Stat., 105; act March 3, 1881, 21 Stat., 460; sec. 3, act July 1, 1882, 22 Stat., 144; act April 27, 1904, 33 Stat., 368. See also act of first legislative assembly of the District of Columbia, approved August 23, 1871. The District appropriation act approved March 3, 1903, and each subsequent appropriation act contain a provision requiring the Auditor for the State and other Departments and the auditor of the District of Columbia to state the revenue account of the District annually.)

(a) PAYMENTS MADE DIRECTLY TO THE COLLECTOR OF TAXES.

Taxes on real and personal property, water rents, special assessments of all kinds, all permit fees, license fees, fees pertaining to the surveyor's office and the department of insurance, revenues derived from rents, trust funds, and miscellaneous receipts from all sources, excepting those specified in paragraph (b) following, are

paid directly to the collector of taxes by the parties owing the money or their representatives, on bills with auditor's coupons attached, prepared in various offices of the District government, authorizing the collector to receive the amounts specified therein and guiding the collector as to the proper head under which such moneys shall be deposited.

(b). PAYMENTS MADE TO COLLECTOR OF TAXES BY OFFICERS AND EMPLOYEES WHO COLLECT FEES AND REVENUES.

The following named officers collect fees and revenues and pay the same over to the collector of taxes. The conditions in these cases are such as to render it impracticable for the persons from whom the fees and revenues are received to pay the same directly to the collector of taxes.

*Clerk of the police court.*—The clerk of the police court receives all fines, penalties, costs, and forfeitures imposed or taxed by said court, and deposits the same weekly with the collector of taxes, rendering an itemized statement thereof to the auditor of the District of Columbia. (Sec. 58, Code of Law, District of Columbia.) The auditor of the District audits the accounts of the clerk of the police court quarterly, by comparison of the same with the dockets of said court and the receipts and daily reports of the collector of taxes. (Sec. 59, Code of Law, District of Columbia.) After audit and certification of said accounts by the auditor of the District they are transmitted, with all the returns and vouchers pertaining thereto, to the Auditor for the State and other Departments for final revision and audit. (Sec. 4, organic act of June 11, 1878, 20 Stat., 105.)

*Justices of the peace.*—The justices of the peace for the District of Columbia render monthly itemized accounts or returns to the auditor of the District of all moneys received by them for fees, which moneys they are required to deposit each month with the collector of taxes. The accounts of the justices of the peace are audited by the auditor of the District by comparing the monthly itemized returns of said justices with the dockets kept in their offices, with the fee bill, and the receipts and daily reports of the collector of taxes. Said accounts after examination and certification by the auditor of the District are transmitted to the Auditor for the State and other Departments, together with all returns and vouchers pertaining thereto, for final revision and audit. (Sec. 6, Code of Law, District of Columbia; sec. 4, organic act of June 11, 1878, 20 Stat., 105.)

*Inspector of gas and meters.*—The fees received by the inspector of gas and meters pursuant to law (act of June 23, 1874, sec. 8, 18 Stat., 279; act of March 3, 1893, 27 Stat., 544) are paid over to the collector of taxes, who deposits the same with the Treasurer of the United States, one-half to the credit of the revenues of the United States and one-half to the credit of the revenues of the District of Columbia. (Act of July 18, 1888, 25 Stat., 316.)

The inspector of gas and meters renders to the auditor of the District monthly reports of the fees received and deposited by him, which reports are verified by comparison with the receipts and daily reports of the collector of taxes and are filed in the office of the auditor of the District.

*Sealer of weights and measures.*—The fees received by the sealer of weights and measures, pursuant to the schedule of fees prescribed by the Commissioners, as provided in section 4 of the act of March 2, 1895 (28 Stat., 811), are paid over to the collector of taxes daily by the sealer of weights and measures, who renders monthly reports thereof to the Commissioners. These reports are referred by the Commissioners to the auditor of the District, who verifies the same by comparison with the receipts and daily reports of the collector of taxes. Said reports so verified are filed in the auditor's office.

*Annual sales of exclusive right and privilege of using the public scales.*—(Act of legislative assembly of June 20, 1872.)

*Annual sales of the fish-wharf privilege.*—(Act of corporation of Washington of July 13, 1865, and May 3, 1866, Webb's Digest, 147, 148; also act of corporation of April 5, 1862, Webb's Digest, 148.)

The annual sales of the exclusive right and privilege of the public scales and of the fish wharf are conducted under the supervision and direction of the sealer of weights and measures; the moneys received by the auctioneer of the District from the purchasers of such privileges, less the commissions of the auctioneer and the expenses incident to said sales, are deposited by the sealer of weights and measures with the collector of taxes. The sealer of weights and measures makes due report of these sales and of the expenses thereof, and of the moneys deposited to the Commissioners, by whom said reports are referred to the auditor, in whose office the same

are verified by comparison with the collector's receipts and daily reports and placed on file.

*Superintendent Industrial Home School.*—Revenues received by the superintendent of the Industrial Home School for the board of children placed in that institution by their parents and guardians under agreements to pay board at stipulated rates, and receipts for sales of flowers, farm products, and articles manufactured by inmates of the school, are paid over to the collector of taxes and deposited by him in the Treasury of the United States to the credit of a permanent appropriation account denominated "Industrial Home School fund." (Act of June 11, 1896, 29 Stat., 410, 411.) The superintendent of the Industrial Home School renders monthly reports to the auditor of the District of all revenues received by him and paid over from time to time during each month, to the collector of taxes for credit to the Industrial Home School fund, pursuant to the authority of law above cited. These reports are verified by comparison with the receipts and daily reports of the collector of taxes and are filed in the auditor's office. Moneys due to the Industrial Home School for maintenance of children placed in said institution by the Board of Children's Guardians are transferred to the credit of the "Industrial Home School fund" from the proper appropriation provided for "Board of Children's Guardians, District of Columbia," on duly itemized transfer vouchers certified by the superintendent of the Industrial Home School, approved by the president of the Board of Children's Guardians, which vouchers are audited and approved by the auditor of the District of Columbia and revised and finally audited by the Auditor for the State and other Departments.

*Superintendent bathing beach.*—The superintendent of the bathing beach is charged upon the books of the auditor of the District with the tickets issued to him of various money denominations, for use in collection of fees for rental of bathing suits of various kinds, care of private suits, use of extra towels, and for rental of special dressing rooms, and for these tickets so issued, he is required to account. The schedule of charges for suits and privileges at the bathing beach are fixed by the Commissioners. The superintendent deposits with the collector of taxes weekly the moneys received by him at the bathing beach, and renders weekly reports to the auditor of the District of the tickets sold and of all moneys received by him. These reports are duly verified and compared with the receipts and daily reports of the collector of taxes, and are filed in the office of the auditor of the District.

(For laws relating to the bathing beach see act of September 26, 1890, 26 Stat., 490; act of July 1, 1902, 32 Stat., 600, which requires all rents, fees, licenses, and other income from the bathing beach to be paid to the collector of taxes and accounted for as other taxes; act of March 3, 1903 (32 Stat., 965), and also subsequent annual appropriation acts of the District of Columbia which provide for maintenance of the bathing beach.)

*Market master—Wholesale producers' market.*—The maintenance of the wholesale market was authorized by section 16 of the act to incorporate the Washington Market Company, approved May 20, 1870 (16 Stat., 128). The wholesale market is in charge of a market master appointed by the Commissioners, and placed by their order under the supervision of the sealer of weights and measures. The market master has supervision over the space described in the act above cited authorizing the maintenance of the wholesale market, and under authority of section 13, Article IV, of the police regulations, District of Columbia, is charged with the duty of the assignment of spaces or stands on certain designated portions of the sidewalks and roadways contiguous to such market, for the use of farmers and gardeners who sell produce of their own raising, the authority to use the space so assigned being evidenced by a written permit issued by said market master.

The police regulations above cited require the occupants of spaces or stands so assigned to them each day to sweep and clean or cause to be swept and cleaned the spaces assigned. By order of the Commissioners of June 9, 1897, the market master of the wholesale market is authorized to receive from the occupants of such spaces or stands a sum sufficient to keep clean the spaces or stands assigned to them, said contributions or payments not to exceed the rates prescribed by the joint resolution of Congress approved February 20, 1897 (29 Stat., 702).

The said market master also collects the rent of a building located on the wholesale market square, which is used as a lunch room for the accommodation of the farmers and gardeners doing business on said square. The market master of the wholesale market keeps a daily record of all moneys received by him and pays over the same weekly to the collector of taxes, who, under authority of law, deposits said moneys with the Treasurer of the United States to the credit of the permanent appropriation account known as "Miscellaneous trust-fund deposits, District of Columbia," for the maintenance of said market. (District appropriation act of April 27, 1904, 33 Stat., 368; sec. 6, District appropriation act for fiscal year 1906, approved March 3, 1905.)

A separate account of the moneys deposited to the credit of "Miscellaneous trust fund deposits, District of Columbia," on account of the wholesale producers' market is kept upon the books of the auditor of the District. The market master of said market renders weekly returns to the auditor, through the sealer of weights and measures, of all revenues and moneys received on account of the wholesale producers' market, which reports are duly verified, compared with the collector's receipts and daily reports, and are filed in the auditor's office.

**NOTE.**—The market masters of the Eastern, Western, and Georgetown markets do not collect fees, but the fees and revenues derived from said markets are deposited by the occupants of stalls, stands, or spaces directly with the collector of taxes to the credit of the revenues of the District of Columbia upon bills (with auditor's coupons attached), made out by the market masters and delivered to such occupants, who are required to make payment to the collector of taxes and not to the market masters. (Act June 11, 1896, 29 Stat., 394.) It is the duty of these market masters to see that all fees and rents due by occupants of stalls, stands, or spaces are duly paid, and if default in payment should be made, report is made to the sealer of weights and measures, who takes due steps to enforce payment. Monthly reports are made by the market masters of the Eastern, Western, and Georgetown markets to the collector of taxes and to the auditor, through the sealer of weights and measures. These reports are duly verified in the office of the sealer of weights and measures and in the auditor's office.

**Poundmaster.**—The poundmaster of the District of Columbia receives pound fees and moneys derived from the sales of impounded animals, pursuant to ordinances of the late board of health of the District of Columbia, duly legalized by the joint resolution of Congress approved April 24, 1880 (21 Stat., 304), and the act of August 7, 1894 (28 Stat., 257). The fees and moneys so received by the poundmaster are deposited daily with the collector of taxes, and a sworn return thereof is rendered monthly by the poundmaster to the health officer and by him referred to the auditor of the District through the Commissioners. The returns of fees and moneys received by the poundmaster are verified by comparison with the receipts and daily reports of the collector of taxes and are filed in the office of the auditor of the District.

**Auctioneer.**—The duly appointed and bonded auctioneer of the District of Columbia receives moneys derived from the sales of condemned property and materials authorized by the Commissioners to be sold under the supervision and direction of the property clerk of the District. The moneys received from such sales, less the commission of the auctioneer and other expenses incident to the sales of such condemned property and materials, are paid over by the auctioneer to the collector of taxes, who deposits the same in the Treasury of the United States to the credit of the United States and the District of Columbia in equal parts, except as to property and materials purchased from appropriations for the water department (sec. 3, act of March 2, 1889, 25 Stat., 808). The auctioneer renders an itemized account of each sale to the property clerk, who verifies the same and refers the account to the auditor of the District, in whose office the account is filed after being verified by comparison with the receipts and daily reports of the collector of taxes.

**Secretary Board of Charities.**—The secretary of the Board of Charities collects moneys from the parents, relatives, and friends of paupers who are transported from the District of Columbia to various places outside of the District, where such paupers properly belong, such collections being in the nature of a reimbursement, either in part or in whole, on account of the expenditure for such transportation. The moneys so collected are paid by the secretary of the Board of Charities to the disbursing officer of the District of Columbia, to be by him deposited as a repayment to the appropriation for transportation of paupers. The secretary of the Board of Charities renders to the auditor of the District an itemized monthly report of such collections, duly sworn to, which report is examined and verified by the District auditor and by him transmitted to the Auditor for the State and other Departments for his information in auditing the accounts of the disbursing officer of the District. Moneys collected by the secretary of the Board of Charities under the authority of the act of Congress approved February 23, 1905 (33 Stat., 740), from the committees or trustees of the estates of persons adjudged to be of unsound mind and committed to the Government Hospital for the Insane at the expense of the District of Columbia, are in like manner repaid to the appropriations from which the expenses were paid, and similar reports are made by the secretary of the Board of Charities.

3. The following named officers and employees connected with the government of the District of Columbia receive fees and moneys, which, pursuant to law, are retained by them for their own compensation or for other purposes duly authorized by law.

**Inspector of steam boilers.**—(Act of legislative assembly of June 25, 1873; act of Congress approved February 28, 1887, 24 Stat., 427.)

*Inspectors of wood.*—(Act of corporation of Washington of June 3, 1853, Webb's Digest, 275; act of corporation of Washington of October 17, 1864, Webb's Digest, 276; acts of legislative assembly of August 21, 1871, and August 23, 1871, sec. 41.)

*Inspectors of lumber.*—(Act of corporation of Washington of August 3, 1866, Webb's Digest, 253; acts of legislative assembly of August 21, 1871, and August 23, 1871, sec. 41.)

*Inspectors of flour.*—(Act of Congress of December 21, 1898, 30 Stat., 765; act of Congress of May 26, 1900, 31 Stat., 218.)

The inspector of steam boilers and the inspectors of wood, lumber, and flour are placed under the supervision of the sealer of weights and measures by orders of the Commissioners. These officers are by law authorized to retain the fees collected by them (which fees are also prescribed by law) for their compensation. They make reports monthly and annually to the sealer of weights and measures, as provided by law, which reports show the kinds and amounts of fees collected by them, respectively. Said reports are verified by the sealer of weights and measures and are filed in his office.

*Board of medical supervisors and board of medical examiners.*—(Act of Congress approved June 3, 1896, 29 Stat., 198.)

*Commissioners of pharmacy.*—(Act of June 15, 1878, 20 Stat., 137.)

*Board of dental examiners.*—(Act of June 6, 1892, 27 Stat., 42; act of February 5, 1904, 33 Stat., 10.)

*Anatomical board.*—(Act of April 29, 1902, 32 Stat., 173.) Under the provisions of law creating the above-named boards, it is provided that such boards shall collect and receive certain fees and moneys to be applied to the authorized expenses and compensation incident to carrying out the provisions of the acts above cited creating said boards. The fees and moneys so received are used by said boards as authorized by law, an account thereof being kept in the offices of the several boards. No reports or returns are made by said boards to the District government, not being required by the acts referred to.

#### POLICE DEPARTMENT, DISTRICT OF COLUMBIA.

As incident to the operations of the police department and necessary to its due administration, moneys and other property are received by the major and superintendent of police and by the property clerk of the police department. Such moneys form no part of the revenues of the District of Columbia and are not deposited with the collector of taxes. These funds are administered and disbursements thereof made under the direction of the major and superintendent of police, due account thereof being kept in the books of the police department, and the proper vouchers pertaining to such accounts are filed in that department.

#### PROPERTY IN CUSTODY OF POLICE DEPARTMENT.

*Badges.*—Additional privates, commonly known as special policemen, who are appointed at the charge and expense of the person in whose interest they serve, are required to "wear an emblem, to be presented by the police commissioners." (Act of August 6, 1861, 12 Stat. L., 323; Rev. Stat., D. C., sec. 379.) Each such private, unless he be in the service of the United States or of the District of Columbia, at the time of his appointment is given a baton and the necessary badge, and as security for the safe return thereof he is required to deposit \$2 with the major and superintendent of police. The money so deposited is kept in the custody of the major and superintendent, a part of it in bank to his credit and a part in the safe at police headquarters, the latter being necessary in order to permit prompt refunds of money when batons and badges are returned.

This method of insuring the care of the property above described and of caring for the deposits made by additional privates is based upon custom and not upon any express order of the Commissioners. When an additional private has carelessly lost his badge or his baton, the amount of his deposit, \$2, is forfeited as a penalty, upon order of the Commissioners to that effect. The amount so forfeited is deposited with the collector of taxes, to be by him deposited in the Treasury to the credit of the police relief fund. The badge or baton, or both, as the case may be, is replaced from the stock on hand purchased out of the contingent fund of the police department. The amount of the deposits above referred to in the custody of the major and superintendent of police varies from \$300 to \$350.

*Uniforms.*—Members of the Metropolitan police are required to provide the uniforms which they wear at their own expense, the uniforms, however, being prescribed by the Commissioners under authority of law. (Act of July 23, 1866, 14 Stat., 213, Rev. Stat. D. C., 365.)

Bids are invited annually by the major and superintendent of police for furnishing the necessary uniforms. Upon receipt of proposals they are examined by a committee consisting of the captains and lieutenants of police, who report their findings and recommendation to the major and superintendent. The major and superintendent thereupon, in his private capacity, makes a contract for the necessary clothing and helmets, after which they are furnished by the contractor direct to the members of the force. Payments are made by the members of the force through their respective lieutenants to the chief clerk, who settles with the contractor.

*Clothing and helmet fund.*—Under the law the Commissioners, upon notice from any member of the police force of the receipt by such member of any reward or present, may order said member of the force to retain such reward or present, or may dispose thereof for the benefit of the policemen's fund. Members of the force can not retain any such reward or present without consent of the Commissioners. (Rev. Stat. D. C., sec. 357.) A report relative to the disposition to be made of any proffered reward is made by the major and superintendent of police to the Commissioners, with proper recommendation. The disposition of the reward depends upon the action of the Commissioners.

Shortly before December 9, 1899, there was presented to a member of the Metropolitan police \$10 in recognition of his services in recovering a stolen watch. The major and superintendent of police recommended to the Commissioners that the officer be allowed to receive the amount donated, less 20 per cent to be reserved to constitute a part of a fund to be used to replace clothing and helmets belonging to members of the police force and damaged or destroyed while said members of the force were engaged in the performance of their duties. The recommendation of the major and superintendent was approved by the Commissioners on December 9, 1899, and the 20 per cent reserved formed the nucleus of the present clothing and helmet fund. There was not, at the time of the occurrence of the case above referred to, and is not now, any appropriation from which officers may be reimbursed for injuries to clothing and helmets inflicted while the officers are in the discharge of their duties. Since the date above mentioned, when police officers are authorized by the Commissioners to retain money tendered on account of services rendered by them, 20 per cent of the amount of such reward is placed to the credit of the clothing and helmet fund above mentioned.

When the commanding officer of a precinct reports that a garment or helmet belonging to one of his command has been destroyed or damaged in the performance of his duty, and recommends allowance therefor, after inspection of the garment or helmet, such recommendation is approved by the major and superintendent if the facts of the case, in his judgment, warrant such action, and upon such approval the amount of the loss is paid or the garment replaced, from the clothing fund, by the chief clerk of the police department, said chief clerk taking a proper receipt and making due record of the transaction. All payments and expenditures to and from this fund are duly entered in a ledger kept for that purpose.

The amount of the clothing and helmet fund in the custody of the major and superintendent of police usually aggregates about \$150.

*Stolen and abandoned property.*—The act of July 16, 1862 (12 Stat. L., 578), provides:

"That all property, or money alleged or supposed to have been feloniously obtained, or which shall be lost or abandoned, and which shall be thereafter taken into the custody of any member of the Metropolitan police force, or criminal court of the District of Columbia, or which shall come into custody of any justice of the peace, shall be, by such member or justice, or by order of said court, given into the custody of and kept by an officer, who shall be appointed and may be removed by the board of police, known as 'property clerk' of the Metropolitan police district."

The act referred to describes particularly the records to be kept and the method of disposing of the property in the custody of the property clerk. The act of July 23, 1866 (14 Stat. L., 213), further defines the powers and duties of the property clerk of the Metropolitan police and the method of disposing of such property as comes into his custody. The provisions of the statutes referred to above, with reference to the property clerk, are embodied in the Revised Statutes relating to the District of Columbia, sections 408 to 424, inclusive. The duties of the property clerk as to the custody and disposition of the property described above, and of certain other classes of property, including property of deceased persons, when such property has come into his custody, are further prescribed by the act of May 29, 1896 (29 Stat. L., 191).

The practice which now exists with reference to the custody and disposition of property of the classes named above, which comes into the custody of the police department, is as follows:

Lost, stolen, or abandoned property coming into the hands of any police officer is by him turned in to the lieutenant of the precinct in which he does duty. The lieutenant makes a list of the same, with its estimated value, and makes a return, over his signature, to the property clerk of the police department, giving the date of deposit and showing the circumstances under which it came into the hands of the police, with time and place, and, so far as can be ascertained, the names of all persons interested. In a criminal or court case the report gives the name of the party from whom the property was taken and the name of the party, if any, claiming it. On the form on which this list is entered is a blank space to be filled in when the final disposition of the property is made. This list is presented, with the property, to the property clerk, who enters same upon his register, the register being so arranged as to permit a record to be made of all the important features embodied in the property return.

When property is lost it is returned to the owner upon proof of ownership by affidavit, or testimony of witnesses, if necessary. In cases of large stocks of goods held as proceeds of crime, a sufficient amount is retained as evidence—about \$35 worth in grand larceny cases—and the balance is turned over to the owner upon bond being given providing for its production at any time it may be called for. Property used as evidence in court is returned to the owner upon an order from the court, which is sent to the property clerk in due form, duly attested by the clerk of the court. Stray animals, estimated above the value of \$40, when they are turned in to the property clerk are, if stolen, released upon bond until the order of the court is issued for their return to the person decided to be their owner; or, if lost or strayed, the property is returned upon proof of ownership, as in other cases of lost property. Cases of stray animals, under the value of \$40 are sent to the poundmaster.

All affidavits, orders of the court, and similar papers are filed with the lists which accompany the property when it is turned in to the property clerk. All receipts for property are entered on the property register opposite the entry of the property. Valuable property—money and valuables—are kept in an iron safe in the detective bureau, and other property in a property room in the police headquarters building. All property, including money, is kept in the identical form in which received, except in the case of animals and perishable articles, whose disposition is duly provided for by law.

Under an order of the Commissioners, the coroner turns in to the property clerk all money found on dead bodies, through the chief of detectives, with his certificate.

Lost and abandoned property remaining in the hands of the property clerk for a period of six months, when no claimant comes forward, becomes subject under the law to disposition by sale, and other property remaining in the hands of the property clerk for a period of one year, after proceedings in court have terminated and no claimant comes forward, also becomes subject to disposition by sale. These sales are held annually, the property being scheduled according to the property register and disposed of by the auctioneer who has a contract with the District of Columbia for such purpose. The prices obtained are certified by the auctioneer to the property clerk in making his return of the sale. The sales are then entered upon a cashbook, after which the proceeds are deposited by the property clerk with the collector of taxes, to be deposited by the collector in the United States Treasury to the credit of the police relief fund.

*Collaterals.*—Collaterals are received at the several police station houses by the desk sergeants there on duty. The desk sergeants enter in the records of arrests the amount of collateral received in each case, and from such records prepare lists of such collaterals, to be forwarded to the financial clerk of the police court, together with the money received for collaterals, and also the collateral books, upon which said clerk receipts for all collaterals delivered to him by the proper officers from the several station houses. The lieutenants of police compare the collateral books with the records of arrests in which collaterals are first recorded. One of the captains examines, from time to time, all records at the several station houses.

*Police relief fund, District of Columbia.*—The policemen's relief fund is made up from moneys derived from sundry sources, which are paid to the collector of taxes and by him deposited in the Treasury of the United States to the credit of a trust fund appropriation account denominated "Police relief fund, District of Columbia."

The act of August 6, 1861 (12 Stat. L., 325), provides as follows:

"Sec. 25. That no member of the board of police or of the police force shall receive or share in for his own benefit, under any pretense whatever, any present, fee, or emolument for police services other than the regular salary and pay provided by this act, except by consent of the board of police.

TREASURY DEPARTMENT,  
OFFICE OF SUPERVISING ARCHITECT,  
*Washington, May 7, 1906.*

THE SECRETARY OF THE TREASURY.

SIR: In response to the reference of Assistant Secretary Reynolds of the 4th instant, transmitting a copy of a communication dated April 28, 1906, from Hon. J. A. Tawney, chairman Committee on Appropriations, House of Representatives, I have the honor to state as follows:

(1) There are no public funds controlled by this Office or by any branch thereof from which disbursements are made without specific and formal appropriation by Congress.

(2) No proceeds of sales of old material or other public property or rental collections received as ground rents from unoccupied public building sites or from rents of public buildings partially occupied by tenants or from privileges granted to telegraph and telephone companies for which this Office is accountable are ever paid into the Treasury unless duly and properly accounted for in detail with the proper accounting officers of this Department.

(3) The gross collections derived from the sources indicated in the second paragraph are subject to deduction for expenses incurred in making sales, or for maintaining and keeping rented properties in repair, or for cleaning sidewalks and the prevention of nuisances around public-building sites, such expenditures being duly authorized by the Secretary or Assistant Secretary of the Treasury, the net proceeds being then accounted for as above and covered into the Treasury to the credit of miscellaneous receipts.

(4) The receipts and expenditures on account of collections as above are reported annually to Congress in the Book of Estimates.

Respectfully,

C. E. KEMPER,  
*Acting Supervising Architect.*

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TREASURY DEPARTMENT,  
OFFICE OF AUDITOR FOR TREASURY DEPARTMENT.  
*Washington, May 4, 1906.*

THE SECRETARY OF THE TREASURY.

SIR: In reply to your reference of May 1, 1906, on the copy of the letter of Chairman J. A. Tawney, Committee on Appropriations, House of Representatives, dated April 28, 1906, I have the honor to report as follows:

In view of the provision in the act approved March 29, 1894, "To regulate the making of property returns by officers of the Government," this office does not now settle property returns until such returns have been acted upon by the administrative office.

During the fiscal year 1905 there was settled by this office 891 accounts covering miscellaneous receipts on account of proceeds of Government property, showing a net revenue of \$78,349.01. In many cases the expenses of the sale were deducted from the gross proceeds, as authorized by the act of June 8, 1896. Involved in these settlements is a class of expenditures out of the gross receipts which become absolutely necessary from the circumstances of the case. For instance:

The act of March 3, 1903, section 19, authorizes the securing of a site for a hall of records in square 143 in this city. On the land pur-



fifty dollars per month, nor shall the amount paid for a child exceed twenty-five dollars per month."

Payments from the police relief fund are made by the disbursing officer of the District of Columbia on vouchers duly audited and approved by the auditor of the District, as provided by law, advances to the disbursing officer from said fund being made by the Secretary of the Treasury on requisitions of the Commissioners in like manner as advances from other appropriations.

#### FIRE DEPARTMENT.

As incident and necessary to the administration and operation of the fire department of the District of Columbia, certain moneys are received by the chief engineer and other officers of said department which form no part of the revenues of the District of Columbia and are not deposited with the collector of taxes, except in the case of moneys which go to the credit of the firemen's relief fund.

Such moneys as are received by the chief engineer of the fire department from various sources are handled in the following manner:

*Donations in recognition of services.*—When donations are received from citizens in recognition of the service of members of the department, if request is made by the donor that the money be distributed among the members of a designated company or among the firemen serving at a particular fire, the distribution is made by the chief equally among the members of the department entitled thereto. The same pro rata share is distributed to officers as well as men in all such cases. No record is made of the transaction other than the letter of acknowledgment to the donor, sent by the chief when the donation is received.

*Donations to coffee fund.*—In 1903 the Commissioner in charge of the fire department started a private fund to supply coffee and sandwiches to the firemen at fires, there being no public fund for that purpose. The Commissioner from time to time solicited and received donations which he has deposited in bank to the credit of "H. B. F. Macfarland, firemen's coffee fund." He has paid the bills approved by the chief engineer of the fire department, which, when receipted, are filed in the office of the chief engineer. The latter transmits to the Commissioner donations received by him, retaining copies of letters of transmittal.

*Contributions to fire department relief association.*—Occasionally a contribution is received for the "fire department relief association." This association is composed of members and ex-members of the fire department and is not under the control of the department. Contributions to this fund are forwarded by the chief engineer to the president of the relief association. No book record is kept of the transaction.

*Contributions for firemen's relief fund.*—Infrequently contributions are received to be applied to the "firemen's relief fund." The chief engineer forwards such contributions to the Commissioner in charge of the fire department, with the recommendation that the same be deposited with the collector of taxes. A copy is kept of the letter of transmittal as in the case of donations to the coffee fund.

Acknowledgments are made by the chief engineer, by letter, of all donations received.

*Firemen's relief fund.*—The firemen's relief fund is made up from moneys derived from sundry sources, which are paid to the collector of taxes and by him deposited in the Treasury of the United States to the credit of a trust-fund appropriation account denominated "Firemen's relief fund, District of Columbia."

The firemen's relief fund was first recognized and authorized in the District appropriation act approved July 5, 1884 (23 Stat. L., 128), which was repealed by the provisions contained in the District appropriation act of February 25, 1885 (23 Stat. L., 317), which provisions authorized the Commissioners to deduct \$1 each month from the pay of each fireman, the sum so deducted to be kept as a firemen's relief fund, and invested in United States or District bonds by the Treasurer of the United States, and held by him in the manner provided in said act for the police fund—that is, to be held subject to the drafts of the Commissioners for expenditures made in pursuance of law and to be accounted for as required by law for other expenditures of the District, said firemen's relief fund to be used for the relief of firemen and their families as in said act provided.

The act of June 11, 1896 (29 Stat. L., 405), reenacts the provisions contained in the act of February 25, 1885, with respect to the monthly deductions from the pay of firemen and the investment thereof, and provides with respect to beneficiaries that the fund "shall be used for the relief of any fireman who, having served not less than twelve months, shall by reason of injuries received or disease contracted in the line of actual fire duty, going to, at, or returning from a fire, or having served not less than ten years shall become so permanently disabled as to be discharged

*Memorandum.*

The act of Congress approved March 3, 1875, (Stat. L., vol. 18, p. 343) provided as follows:

"That the Secretary of the Navy is authorized to dispose of the useless ordnance material on hand at public sale, according to law, the net proceeds of which shall be turned into the Treasury; and an amount equal to the same is hereby appropriated, to be applied to the purpose of procuring a supply of material adapted in manufacture and caliber to the present wants of the service; but there shall be expended under this provision not more than seventy-five thousand dollars in one year."

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POST-OFFICE DEPARTMENT,  
OFFICE OF THE POSTMASTER-GENERAL,  
*Washington, D. C., May 3, 1906.*

Hon. J. A. TAWNEY,  
*Chairman Committee on Appropriations,  
House of Representatives.*

SIR: I have the honor to acknowledge receipt of your letter of the 28th ultimo, requesting a statement of what, if any, public funds are controlled and disbursed by the Post-Office Department, which have never been deposited in the Treasury of the United States, and which are disbursed without specific and formal appropriation by Congress, as contemplated by the act of July 1, 1902.

As showing that there are no such funds controlled and disbursed by this Department, or by any office or bureau thereof, there are transmitted herewith copies of memoranda prepared in the offices of the Third Assistant Postmaster-General and disbursing clerk of the Post-Office Department.

Respectfully,

GEO. B. CORTELYOU,  
*Postmaster-General.*

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POST-OFFICE DEPARTMENT,  
OFFICE OF DISBURSING CLERK,  
*Washington, May 1, 1906.*

The CHIEF CLERK,  
*Post-Office Department.*

SIR: In reply to your request of this date, I transmit the following statement showing the sources from which money is received in this office, derived from the sale of public property, and the way in which this money is accounted for and settlement made with the Auditor for the Post-Office Department.

Waste material and other old material is sold under contract, and old furniture, carpets, etc., are sold at public auction after being condemned by a committee appointed for the purpose. This is done under the supervision of the chief clerk and superintendent of buildings. When the material has been delivered, this office is immediately notified, and a statement is made out in triplicate and sent to the purchaser to be signed by him and returned together with his check for the amount in payment.

Post-route maps are sold by the Department at a published list price. The purchase money is received in this office and an order is signed by the disbursing clerk, directing the topographer to deliver or ship the maps, the order stating that the payment in purchase therefor has been made.

The superintendent of buildings reports all sales of old material directly to the Auditor, and the topographer also makes a monthly statement of all sales of post-route maps directly to the Auditor. The Auditor in this way is informed of the disposal of all public property by the office in whose custody the property was, and these reports are made entirely independent of this office.

The disbursing clerk's report of sales of old material to the Auditor is made in the form of an account current, an abstract of receipts being debited, each item repre-

party walls, provided the work be done outside of office hours. Such parties are, however, at liberty to employ any person whatsoever for this purpose, and are not required to employ the inspector of buildings. The matter is one entirely of private agreement. No regulation now exists regulating or fixing the fees to be charged.

*Public Library.*—In accordance with the law creating a free public library and defining the duties and powers of the board of library trustees (act of June 3, 1896, 29 Stat., L., 244), all moneys derived from donations and from interest on gifts and bequests, all fines collected for the retention of books by borrowers beyond the allotted times, fees for the use of duplicate books, fees for notification that books reserved are available, payments for reissue of lost cards, and for lost and damaged books, are intrusted to the trustees for their custody and disbursement.

The building now occupied by the public library was erected under authority of the act of Congress approved March 3, 1899. (30 Stat. L., 1372.)

The accounts of receipts and disbursements on account of the construction of the Washington Public Library, under donations of Mr. Andrew Carnegie, as authorized by the act of Congress approved March 3, 1899 (30 Stat. L., 1372), are audited by the auditor of the District and filed in his office, under authority of a resolution adopted June 26, 1899, by the library commission created by said act.

*The coroner.*—The coroner issues various insurance certificates in cases in which the deaths of persons whose lives were insured came under his official notice, showing the cause and manner of such deaths, in accordance with the investigation made by him. These certificates are required by insurance companies before the payment of the insurance on the life of the deceased. For such certificates the coroner charges \$1 where no notarial certificate thereto is required and \$2 where a notary's certificate is required. These fees are not authorized or prescribed by law, and are regarded and treated as perquisites of the coroner's office.

4. The following-named officers, pursuant to the provisions of law hereinafter cited and in accordance with the usage that has been invariably followed, deposit such fees and other moneys as come into their hands directly with the Treasurer of the United States. It is presumed that these officers render returns of the fees and moneys received by them to the proper officials of the Treasury Department:

*Recorder of deeds.*—Surplus fees to be paid into the Treasury as provided by section 553, Code of Law, District of Columbia; also act of July 14, 1892 (27 Stats., 153).

*Register of wills.*—Surplus fees to be paid into the Treasury as provided by the act of July 14, 1892 (27 Stats., 153).

*Coroner.*—The coroner of the District of Columbia, when he acts in the place of the marshal of the District, as provided by law, receives the same fees and emoluments as would be payable to the marshal in similar cases, and is required to account therefor to the Treasury of the United States. (Sec. 197, Code of Law District of Columbia.)

*Superintendent Reform School.*—Proceeds of farm and shops and proceeds of sales of condemned property and materials paid directly into the Treasury of the United States. (Act of August 6, 1890, 26 Stats., 307; sec. 3, act of March 2, 1889, 25 Stats., 808.)

*Superintendent Reform School for Girls.*—Proceeds of sales of condemned property and materials paid directly into the Treasury of the United States. (Sec. 3, act of March 2, 1889, 25 Stats., 808.)

*Warden of jail.*—Proceeds of sales of condemned property and materials paid directly into the Treasury of the United States. (Sec. 3, act of March 2, 1889, 25 Stat. L., 808.)

#### INTEREST ON SPECIAL BEQUESTS AND ON THE CENTENNIAL INAUGURAL RELIEF FUND.

The interest derived from the investment of the Matthew Wright legacy and William Galt legacy is placed by the terms of the wills of said decedents making said bequests under the special jurisdiction of the Commissioners, to be disbursed in accordance with the provisions contained in said wills. The interest on the investment of the centennial inaugural relief fund is used for the relief of the poor in manner authorized by the centennial inaugural committee by which said fund was turned over to the Commissioners for investment.

*Matthew Wright legacy.*—This legacy is invested in District of Columbia 3.65 per cent bonds in the custody of the collector of taxes, aggregating \$23,300. The interest on said bonds is deposited in the Treasury of the United States to the credit of "Miscellaneous trust-fund deposits, District of Columbia," and is paid by the disbursing officer of the District to the proper beneficiaries named in the will of Matthew Wright, deceased, on vouchers duly audited and approved by the auditor of the District and finally audited by the Auditor for the State and other Depart-

ments. (See report of auditor of District of Columbia for the fiscal year 1904, pp. 14, 59.)

*William Galt legacy.*—This legacy was received by the Commissioners in April, 1905, and was invested in Potomac Electric Power Company first-mortgage 5 per cent gold bonds, aggregating \$2,000 face value, on deposit in the District of Columbia box in the safe-deposit vaults of the American Security and Trust Company, Washington, D. C. The interest as collected is deposited in the Treasury of the United States to the credit of "Miscellaneous trust-fund deposits, District of Columbia," to be expended under the supervision and approval of the board of education, District of Columbia, for the purchase of medals for pupils of the public schools, in accordance with the provision contained in the will of William Galt, deceased. Disbursements for said purpose will be made by the disbursing officer of the District on vouchers duly audited and approved by the auditor of the District and finally audited by the Auditor for the State and other Departments.

*Centennial inaugural relief fund.*—This fund is now invested in approved bonds aggregating \$34,000, face value, on deposit in the District of Columbia box in the safe-deposit vaults of the American Security and Trust Company. The interest on said investment is kept on deposit with said company and is drawn only by checks signed by each of the Commissioners for the purchase of fuel and clothing for the poor of the District of Columbia. (See report of the auditor, District of Columbia, for the fiscal year 1904, p. 18.)

The report of the auditor of the District for the fiscal year ended June 30, 1904 (a copy of which is herewith transmitted), contains detailed statements respecting most of the matters embraced in this report.

(A copy of the auditor's report for the fiscal year 1905, which was issued since the foregoing statement was prepared, is herewith submitted. Attention is invited to Statement G, pages 53 to 56 of said report, showing the receipts and expenditures on account of trust and special funds of the District of Columbia for the fiscal year ended June 30, 1905.)

Respectfully submitted.

J. R. GARRISON,  
*Auditor District of Columbia.*

THE COMMISSIONERS OF THE DISTRICT OF COLUMBIA.

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